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ABSTRACT

In February 1971, the Seattle School District received funds to conduct a study of the feasibility of implementing the education voucher plan in Seattle. The study was divided into two preliminary phases. Phase 1 conducted over a 4-month period, consisted of an investigation of the areas of the city where the plan could best be tested, an analysis of the legislation required to give the school district authority to sponsor such a program, a study of possible admissions procedures, an analysis of financial implications, and a suggested evaluation system. Phase 2 was directed toward providing the school district with additional information about some of the issues. Much of the additional information accumulated during Phase 2 was obtained through three citizen surveys and an analysis of census data and population trends in Seattle. This report summarizes Phase 2, provides recommendations, and is intended to provide a basis for public discussion prior to making a decision on a voucher demonstration in Seattle. No definite stand has been taken in this report on whether Seattle should proceed with a voucher demonstration. However, a specific plan has been designed which details both the potential merits and the disadvantages of the plan, and which also suggests procedures for implementation. (Author/JF)

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THE FEASIBILITY OF IMPLEMENTING A "VOUCHER PLAN" IN SEATTLE

PHASE II FINAL REPORT

Bureau of School Service
and Research

University of Washington, Seattle

EA 006 152

March 1972

One of the characteristic factors affecting education in the American past and to a large extent today is that education seems to be everyone's business and no one's responsibility... Fire departments agree on fire regulations, and police departments decide how to maintain public order. But in the field of education, associations of parents, citizens' organizations of various sorts and shapes, elected and appointed school boards and committees, and a host of vocal bystanders - all these disparate elements of American society have license to advise and prod (and sometimes bully) educators... In education...everyone regards himself as an authority....

This is by no means a bad thing, however irritating it may be to some educators. For it means that education is felt to be important, too important for educators alone. The public's concern for education is - or in any event can and should be - one of education's greatest strengths.

Francis Keppel

The Necessary Revolution in American Education

Acknowledgements

Many persons have contributed to the Voucher Feasibility Study in Seattle. The assistance of numerous volunteer citizens, state legislators, and personnel of the Seattle School District and the Office of the Superintendent of Public Instruction was greatly appreciated. The many hours of review by Voucher Study Committee members has also aided in the development and evaluation of key elements in the voucher plan as outlined in this report.

Of specific note are those persons listed below who either directed or were responsible for major segments of the feasibility study:

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In addition to the above named persons, numerous students, faculty members, citizens, and secretaries worked as employees of the BSSR in its voucher study activities. To these dedicated employees of the Bureau staff, as well as the many persons volunteering their time, the Bureau expresses its sincere appreciation.

TABLE OF CONTENTS

PREFACE i

INTRODUCTION 1

PART ONE: AN OVERVIEW OF THE VOUCHER FEASIBILITY STUDY, PHASE II

Chapter I: Organizing the Phase II Study 3

Phase I: A Preparation for Further Study 4
A Decision to Proceed with Further Study 4
Outlining Task Force Areas for Phase II 6

Chapter II: Overview of Phase II Activities 9

Voucher Study Committee and Phase II 10
BSSR Activities During Phase II 14
Extension of Phase II: January 1 - March 8, 1972 15

PART TWO: A VOUCHER MODEL FOR SEATTLE

Chapter III: Key Elements of a Seattle Voucher Model 18

Chapter IV: Selecting a Demonstration Site 21

Criteria for Selection of a Demonstration Site 22
Additional Factors to be Considered in Selection of a Demonstration Area 23
Probable Public School Holding Power and Mobility Patterns 26
Selection of a Potential Target Site 27

Chapter V: Educational Programs and Compensatory Vouchers 32

Regulated Compensatory Model 33
Compensatory Vouchers and Their Distribution 34
Special Education Requirements and the Voucher Plan 37
Diversity of Educational Opportunity in a Voucher Demonstration . . 38

Chapter VI: The Education Voucher Agency 41

Composition of the EVA 42
Functions of the EVA 43
General Direction of EVA Policy Formation 43
Criteria for Participation of Voucher Schools 47

Chapter VII: Voucher Schools and Admissions Procedures 49

Participating Voucher Schools 50
Application Procedures and the Basic Admissions System 52
Student Assignment and Lottery Procedures 53
Probable School Choice Patterns 56

Chapter VIII: Financing the Voucher Demonstration 61

Computing Values of Basic and Compensatory Vouchers 62
Seattle District Financing of the Voucher Plan 65
Budget for a Sample Demonstration Project 69
Probable Financial Implications for Public Voucher Schools 72
Transition Problems at the Conclusion of the Demonstration 72
Evaluation 75

PART THREE: PROBABLE IMPLICATIONS OF AND REACTIONS TO THE VOUCHER PLAN

Chapter IX: Seattle and Its Population Characteristics 78

General Characteristics of Seattle 80
Salient Population Characteristics of Seattle, Its Suburban Communities, and the State of Washington 82
Variations in Population Characteristics Within the City of Seattle 85
Birth and Birth Rate Trends in Seattle 92
Ethnic Composition of Seattle and Its Schools 95
School Enrollment in Seattle: Trends, Composition, and Age Group Analyses . 103
Anticipated Future Near-Term Levels of Enrollment in Seattle Schools, Public and Non-Public . . . 111

Chapter X: Public Information and Attitudes Toward Vouchers 117

Community Information Programs 118
Public Opinions Toward Vouchers 119

Chapter XI: Organizational Attitudes Toward a Voucher Demonstration . 123

Opposing Attitudes 124
Supporting Activities 129

Chapter XII: Implementation Problems and Procedures 132

Key Considerations Associated with Voucher Implementation 133
Planning for a Voucher Demonstration: Phase III 138

APPENDICES

Appendix A: Summary Data on Citizen Attitudes 143

Appendix B: Probable School Choices in the Demonstration Area 154

Appendix C: Citizen Attitudes in the Hypothetical Demonstration Area(s) 169

Appendix D: Concerns of Community Leaders 179

Appendix E: Legal Issues Related to a Voucher Demonstration 195

Appendix F: Samples of Information on Vouchers Disseminated to the Public During Phase II . . 213

PREFACE

In February, 1971, the Seattle School District applied for and received U.S. Office of Economic Opportunity (OEO) funds to conduct a study of the feasibility of implementing an education voucher plan in Seattle. The School District then subcontracted the coordination of this study to the College of Education's Bureau of School Service and Research (BSSR) at the University of Washington.

The Bureau's study has been divided into two preliminary phases. Phase I, conducted over a four-month period (February - May, 1971), consisted of: (1) an investigation of areas of the city where the plan could best be tested, (2) an analysis of the legislation required to give the School District authority to sponsor such a program, (3) a study of possible admissions procedures, (4) an analysis of financial implications, and (5) a suggested evaluation system. During Phase I, a Citizens' Advisory Committee was organized to review the work and recommendations of the BSSR.

Phase II of the study, originally contracted for July - December, 1971, and subsequently extended to March 8, 1972, was directed toward providing the School District with additional information regarding: (1) the financial implications of a voucher demonstration, (2) the selection of a demonstration area or areas, (3) the composition and authority of the Education Voucher Agency (EVA), and (4) the policies and procedures for administering a voucher demonstration. Much of the additional information accumulated during Phase II was obtained through three citizen surveys and an analysis of census data and population trends in Seattle.

This report summarizes the Bureau's recommendations and is intended to provide a basis for public discussion prior to making a decision on a voucher demonstration in Seattle. Three additional reports related to the voucher study will be available in March, 1972, as supplementary reading material. These will include: (1) a detailed description of school enrollment characteristics, population trends and other demographic data in Seattle, (2) a discussion of organizations and individuals involved in the Phase II voucher feasibility study, and (3) a summary of results of a final survey designed to assess community attitudes toward schools in various sections of the Seattle School District and specific aspects of the proposed voucher plan.

The Bureau has not taken a definite stand in this report on whether Seattle should proceed with a voucher demonstration but has rather designed a specific plan, detailed both the potential merits and disadvantages of that plan, and suggested procedures required for implementation. The Bureau is of the opinion that the plan as outlined here is workable in Seattle; however, the potential for delay should Seattle decide to proceed with a demonstration would suggest that serious consideration be given to postponing implementation until the 1973-74 school year. Problems in achieving legislation, the requirements involved in negotiation with professional groups, and the process involved in preparing detailed and accurate descriptions of school programs will take considerable time. Rapid implementation might result in a less desirable experiment, one which might not provide a realistic test of the regulated compensatory model as described in Part Two of this report.

Raising this caution about rapid implementation should in no way lessen serious consideration of the model as presented. The model has certain key elements of parental choice and accountability which need testing and includes controls that strongly discourage undesirable outcomes such as increased segregation, hucksterism, and massive confusion in school assignment procedures. Certain of these latter concerns have generated considerable opposition among key political groups and individuals within Seattle. This opposition to vouchers coupled with the absence of any significant and active community support for vouchers may make successful implementation of the model improbable at this time. The decision is obviously reserved for the Seattle School Board and those other persons and groups involved in the decision-making structure. Public support for certain voucher concepts as evidenced in recent public opinion polls should be considered along with the existence of definite and vocal opposition to vouchers. If, after due consideration, this plan proves inadvisable for Seattle, perhaps a less extensive kind of demonstration or one designed for the secondary school level would be worthy of consideration.

In developing the model, the Bureau staff assumed as a base the conditions set forth by the U.S. Office of Economic Opportunity, the sponsoring agency for the feasibility study. This base precluded exploration of certain voucher models which may have considerable appeal to Seattle decision makers. Whatever the final decision, the encouragement of alternative forms of education and the potential for developing a school system more responsive to parental desires are goals which should not be lost in future planning for Seattle. That Seattle has given serious attention to these goals is a tribute to the School Board and the professional staff. It should also be recognized that many interested citizens devoted considerable time to these same concerns.

INTRODUCTION

In December, 1970, the Center for the Study of Public Policy (CSPP), Cambridge, Massachusetts, under the sponsorship of the U.S. Office of Economic Opportunity, published a report entitled *Education Vouchers*. This report, widely known as the Jencks report (after Christopher S. Jencks, co-director of the CSPP), provides a basic outline for an education voucher plan. It is this basic outline of the regulated compensatory voucher plan which served as the basis of the Seattle study beginning in February, 1971.

The education voucher plan as discussed in the Jencks report involves a new method of allocating funds and assigning children to schools. Under a voucher system, the administering agency gives parents a certificate for each school-aged child equal to the annual per pupil cost of instruction. The parents then use this voucher to pay for education at the approved voucher school (public, private or parochial) which they regard as offering the best educational opportunities for their child. Participating schools then turn in vouchers to the administering agency and receive funds to pay for operating expenses.

Basic to the voucher concept is the theory that parents should be given "bargaining power" in the education of their children. The Jencks report outlines a number of different ways to increase parental choice and control through a voucher system. To be effective, however, and to assure optimum results, a voucher plan must take into consideration local conditions and concerns. With this in mind, the BSSR, working within the guidelines of the Jencks report, the OEO minimum conditions, and local concerns, has tried to develop and recommend in its feasibility study the best possible design for a voucher system in Seattle. A final decision as to whether this plan should be implemented in Seattle must ultimately rest with the School Board and other decision makers within the city and state. The Bureau's job is not one of selling a particular voucher plan, but rather one of analyzing and explaining the probable results of such a plan and of outlining the critical factors and requirements involved in its implementation.

In accordance with this basic task, the Bureau has divided the final report into three basic parts. Part One is simply an overview of the feasibility study. Special consideration is given to outlining the Bureau's various task force areas. The details as to the working relationship between the BSSR and the appointed Citizens' Voucher Study Committee are also outlined in this part of the report. In Part Two, the BSSR voucher plan for Seattle is outlined in detail. The rationale for certain key elements of this plan is provided, and, where appropriate, alternatives for further study are suggested.

Probable implications of and reactions to the BSSR voucher plan are covered in Part Three of the report. Much of the data presented in the last part of this report is based on results of survey activity conducted by the BSSR. A brief summary of positions taken by certain key community and school groups is provided. Also included in this section are alternative timelines for implementation and a discussion of key concerns related to integration, legislation, and participation of parochial schools.

PART ONE

AN OVERVIEW OF THE VOUCHER FEASIBILITY STUDY, PHASE II*

Chapter I: Organizing the Phase II Study

Chapter II: Overview of Phase II Activities

*This part of the final report was written by Mr. William Patton, who was hired by the Office of Economic Opportunity to keep historical records of Phase II activities.

CHAPTER I: ORGANIZING THE PHASE II STUDY

Phase I: A Preparation for Further Study

The U.S. Office of Economic Opportunity (OEO) made a grant to the Center for the Study of Public Policy (CSPP), Cambridge, Massachusetts, in 1970 to study the technical aspects of a voucher plan. The Center's report (often referred to as the Jencks study), published in December, 1970, summarized the legal, economic, and administrative implications of a voucher plan and its potential for implementation. After the report was given to the OEO by the CSPP, a letter was sent by the OEO to selected large school systems throughout the United States inviting them to submit plans for exploring the possibility of a voucher system demonstration.

Seattle was one of the cities that responded to the OEO invitational letter. It was proposed that the Seattle School District conduct a series of study and planning stages prior to a possible field testing of a voucher plan. The School District officially received its first OEO grant to initiate Phase I of a voucher feasibility study in Seattle on February 16, 1971. The Phase I planning period ran from February 16, 1971, to May 15, 1971.

The Seattle School District subcontracted the Phase I study to the Bureau of School Service and Research (BSSR) at the University of Washington. The BSSR developed a flow chart of activities from the voucher feasibility study proposal submitted to the OEO by the Research Office of the Seattle Public Schools. Five major activities were central to the BSSR study.

First, the voucher concept was introduced to selected individuals and organizations in Seattle. Presentations were made and individuals contacted. A Voucher Study Committee (VSC) made up of representatives from organizations in Seattle was organized to review the work and recommendations of the BSSR. The VSC members were also expected to inform Dr. Forbes Bottomly, Superintendent of Seattle Schools, and the Seattle School Board regarding the advantages and disadvantages of a voucher plan before proceeding with a field test. Second, demographic data were obtained from the Seattle School District and the 1970 Census Report to chart baseline data on each elementary school attendance area in the city. Third, legislative contacts were made in anticipation of the need for enabling legislation before a field test could occur. Fourth, preliminary evaluation and survey instruments were developed. Fifth, possible tasks for Phase II of the feasibility study were suggested.

The information and the recommendations of the BSSR were published in the Phase I report, *The Feasibility of Implementing a "Voucher Plan" in Seattle*, (May, 1970), and submitted to the Seattle School Board.

A Decision to Proceed with Further Study

The Seattle School Board's decision to continue into Phase II of the voucher feasibility study was made on June 9, 1971. In a letter on June 11, 1971, to Mr. Jeffrey Schiller of the Office of Planning, Research and Evaluation, OEO, Dr. Bottomly wrote:

"We...submit this formal request for the second pre-planning grant to enable more intensified research into the design and ramifications of an education voucher program for the Seattle School District. We understand that continuation of the pre-planning study does not obligate either the Seattle Public Schools or the Office of Economic Opportunity to proceed into the planning stage of the demonstration.

The primary purpose of this second phase would be to determine as soon as possible, without actual implementation, the feasibility of a demonstration project in Seattle. We would expect that feasibility would be determined through the investigation of the following areas of concern:

1. Development of a model voucher system consistent with the particular needs and problems of the Seattle area; and taking into account possible long range effects of the program on the educational system.

2. Extensive dissemination of information to the public and assessment of public opinion toward a possible demonstration project.

3. Analysis of legal and constitutional constraints of an educational voucher system; and the study of legal and political forces concerned with legislative changes.

4. Investigation of issues and concerns that could conflict with the goals, objectives and priorities of the Seattle School District; e.g., desegregation, administrative reorganization, and implementation of individualized instructional educational programs for all children.

The Bureau of School Service and Research of the University of Washington has done a commendable job with the initial study. Because of the outstanding work of the Bureau, the Board is willing to move toward Phase II to find the answers to some of the more complex questions and concerns raised by citizens and Board members.

In this connection, the Bureau has drafted a set of tasks for themselves as subcontractors."

On June 30, 1971, John Wilson, Director of the Office of Planning and Research, OEO, notified Dr. Bottomly that approval had been granted to assist the Seattle School District in financing Phase II of the voucher feasibility study. Mr. Harold Reasby, Supervisor, Research and Evaluation Office, Seattle Public Schools, served as administrative officer for Phase II until September 1, 1971, when Mr. James Moore was hired by the Seattle School District as the contract administrator for the voucher study.

Outlining Task Force Areas for Phase II

Utilizing Dr. Bottomly's letter of June 11, 1971, as a base, the BSSR proceeded with a refinement of basic task areas for Phase II. Under the direction of Mr. Keith Martin, consultant to the BSSR, the tasks were detailed during the months of July and August. In early September, the schedule as presented in Chart I-1 was finalized by the BSSR and Dr. Robert Anderson, Director of the BSSR, assigned staff members to the various task areas. While project developments necessitated certain schedule changes, the task areas as identified in Chart I-1 remained the basis for Phase II project activities.

CHART I-1

VOUCHER TASK AREAS - PHASE II

Tasks	Start	Due Date
Project Management		
1. Complete project management, including schedule of tasks	Aug 16	Sept 10
2. Reply to OEO memorandum of August 9 re: tasks and time schedules	Sept 7	Sept 30
3. Select research assistants to be assigned to project	Sept 7	Sept 10
4. Conduct orientation session(s) with staff	Sept 7	Sept 10
5. Detail budget for Phase II	Sept 28	Sept 30
6. Prepare interim report	Oct 18	Oct 31
7. Prepare a Final Report on Phase II, including a presentation to School Board	Dec 1	Dec 15
8. Prepare a proposal for Phase III (if appropriate)	Dec 16	Dec 31
Voucher Economic Model		
1. Design voucher economic model, in consultation with Voucher Study Committee	Sept 1	Sept 24
2. Prepare documentation of model for submission to School Board	Sept 25	Sept 30
EVA Model		
1. Identify tasks for EVA	Sept 1	Sept 28
2. Select model for EVA	Sept 16	Sept 22
3. Determine staff requirements; prepare job descriptions and specifications	Sept 23	Sept 28
4. Document procedures of EVA (for inclusion in Interim Report)	Sept 29	Oct 1
Demonstration Area		
1. Develop criteria for demonstration area - identify potential areas	Sept 1	Sept 15
2. Collect additional demographic data (as necessary)	Sept 1	Sept 15
3. Conduct limited survey with potential areas	Oct 4	Oct 8
4. Evaluate survey and select possible area	Oct 11	Oct 15
5. Submit selection to VSC for approval	-	Oct 20
6. Document selection and submit to School Board and OEO	Oct 21	Oct 31
Voucher Schools		
1. Survey schools to determine interest in participating	Sept 13	Sept 30
2. Develop criteria for selecting voucher schools	Oct 4	Oct 8
3. Tentatively select voucher schools	Oct 11	Oct 15
4. Document selection and submit to School Board and OEO	Oct 18	Oct 31
5. Develop comparisons - probable voucher spaces available vs. probable requests	Nov 22	Nov 30
6. Adjust selection of voucher schools accordingly	Dec 1	Dec 3
7. Develop procedures and regulations for voucher schools	Dec 6	Dec 10
8. Document procedures and regulations	Dec 13	Dec 17

CHART I-1 (Cont'd)

Tasks	Start	Due Date
Admissions Procedures		
1. Develop criteria for admissions to voucher schools	Sept 1	Sept 15
2. Develop procedures for application and accepting/rejecting applicants	Sept 16	Sept 24
(including reassignment)	Oct 18	Nov 15
3. Review computer model		
Finance and Accounting		
1. Review finance model (Phase I), Seattle District budget, and OEO commitment	Sept 8	Sept 15
2. Determine cost per student (tentative value of voucher)	Sept 16	Sept 22
3. Determine "breakeven" enrollment for schools in possible demonstration area	Oct 25	Oct 29
4. Determine probable decrease in public school enrollment	Nov 22	Nov 30
5. Develop a pro forma budget for the School District	Dec 1	Dec 10
6. Identify additional accounts (in school district chart of accounts) as required	Dec 1	Dec 10
Evaluation		
1. Design instruments and procedures for attitude assessment in potential demonstration areas	Sept 13	Sept 30
2. Conduct a limited survey	Oct 4	Oct 8
3. Evaluate survey	Oct 16	Oct 22
4. Design instruments and procedures for attitude assessment in possible demonstration area	Oct 18	Oct 31
5. Conduct the survey	Nov 15	Nov 19
6. Evaluate the survey	Nov 22	Nov 30
Community Information		
1. Establish a Speakers Bureau	Sept 1	On going
2. Prepare news releases and literature for dissemination to general public	Sept 7	Sept 15
3. Conduct a community workshop	-	Oct 26
4. Conduct an intensified information/education campaign in possible demonstration area	Nov 1	Nov 12
Legislation		
1. Research all pertinent state laws, department regulations and constitutional issues	Sept 1	Sept 15
2. Relate existing statistics of selected voucher and EVA models	Sept 24	Sept 30
3. Prepare draft of enabling legislation/changes to departmental regulations	Oct 1	Oct 15
4. Present voucher concept and examples of legislation to Interim Committee	-	Sept 18

CHAPTER II: OVERVIEW OF PHASE II ACTIVITIES

As previously indicated, the task force areas of Chart I-1 formed the basis for all Phase II activities by the BSSR. Selected staff members of the BSSR were assigned responsibility for each of the major task force areas. Early in the Phase II study, there was an effort to reform and expand the Citizens' Voucher Study Committee and to keep this group informed regarding progress on the various tasks. For organizational purposes, the summary of Phase II activities has been divided into three separate sections: the first deals primarily with activities and concerns of the expanded Voucher Study Committee, the second summarizes the survey and dissemination activities conducted by the BSSR, and the third gives a brief outline of activities scheduled for the extension period from January 1, 1972, until March 8, 1972.

Voucher Study Committee and Phase II

Early in Phase II, the Voucher Study Committee (VSC) was expanded to include representation of a larger number of community and school groups. The groups represented on this expanded committee are listed in Chart II-1. On September 13, 1971, the VSC divided itself into task force study committees paralleling those already established by the BSSR. While all task force study committees began immediately to review tasks and possible directions for the study in their respective areas, two VSC task force committees became particularly active during September and October, 1971 - Community Information, and Evaluation. The Community Information subcommittee examined the possibility of subcontracting the dissemination of information to the citizens of Seattle. The VSC subcommittee wanted information presented that would reflect both sides of the voucher issue. After examining the time schedule and presentations conducted by the BSSR, the Community Information subcommittee decided against subcontracting the entire program. They did suggest, however, that a professional coordinator be hired to contact specific individuals and distribute information on a wide scale.

The subcommittee assisted the Bureau in preparing a two-page summary of basic voucher information that was distributed to 40,000 parents of public and non-public school students on October 26, 1971. Recommendations reviewed by the Community Information subcommittee included a suggestion that a luncheon for news media personnel be held and that an audio-visual presentation summarizing the voucher idea be developed. The press luncheon took place on November 9; the completed filmstrip was reviewed by the Community Information subcommittee on November 15, 1971.

The Evaluation subcommittee's early activities focused on a survey that was planned by the BSSR to assess community attitudes toward the voucher concept. The subcommittee, while working with Dr. Richard Andrews, Consultant with the BSSR, to refine the survey questionnaire, expressed some concern regarding the instrument's negative effects on Seattle's special levy. At a meeting held on October 4, 1971, the Voucher Study Committee defeated two Evaluation subcommittee motions that would have made it possible for the BSSR to proceed with a preliminary test of the survey instrument. This preliminary test was to involve 100 citizens selected at random from the entire city in order to refine the instrument before involving a larger sample (1,500) of Seattle's population. Even though the VSC

CHART II-1

ORGANIZATIONAL REPRESENTATIVES ON THE VOUCHER STUDY COMMITTEE

Active Mexicanos for Economic Development Center
American Civil Liberties Union
American Friends Service Committee
American Jewish Committee
Archdiocese of Seattle
Ballard Area Citizens' School Advisory Council
Ballard Area Elementary PTAs
Central Area Motivation Program
Central Area School Council
Chicano Education Association
Church Council of Greater Seattle
Cleveland Area Citizens' School Advisory Council
Council of Planning Affiliates
Department of Human Rights
Franklin Area Citizens' School Advisory Council
Franklin Area Elementary PTAs
Garfield Area Elementary PTAs
Headstart
Holly Park - Rainier Vista Community Councils
Human Affairs Council
Ingraham Area Citizens' School Advisory Council
Ingraham Area Elementary PTAs
Joint Committee on Education
Kinatechitapi Indian Project
King County Labor Council
League of Women Voters
Lincoln Area Citizens' School Advisory Council
Lincoln Area Elementary PTAs
Municipal League
Nathan Hale Area Elementary PTAs
New School Movement
Northeast Educational Complex Citizens' School Advisory Council
Northwest Center for the Retarded
OEO Regional Office
Office of the Governor
Queen Anne Area Citizens' School Advisory Council
Queen Anne Area Elementary PTAs
Rainier Beach Area Elementary PTAs
Roosevelt Area Citizens' School Advisory Council
Roosevelt Area Elementary PTAs
Sealth Area Citizens' School Advisory Council
Sealth Area Elementary PTAs
Seattle Council of PTSAs
Seattle Federation of Teachers
Seattle Hebrew Academy
Seattle-King County Economic Opportunity Board
Seattle Model Cities Program
Seattle Principals Association
Seattle Teachers Association
Seattle Urban League
Southeast Education Center Citizens' Advisory Committee
State Board Against Discrimination
State Department of Public Instruction

Chart II-1
(cont'd)

Title I Advisory Committee
Urban, Rural, Racial, Disadvantaged Committee
Washington Association for Children with Learning Disabilities
Washington Association for Retarded Children
Washington Federation of Independent Schools
West Seattle Citizens' School Advisory Council
West Seattle Elementary PTAs

voted against the survey test, the BSSR chose to proceed. This decision was influenced by the tight BSSR timetable and the contractual obligation to assess the community's attitude toward vouchers.

During mid-October, the VSC evaluated its involvement with task force areas modeled after the BSSR task force areas and decided to develop its own task areas. By October 25, 1971, the VSC had identified its own task areas or questions as outlined in the list below:

1. Will the voucher plan drastically change the character of public schools?
2. What is the likely community reaction to the process of implementing a voucher plan?
3. Will the voucher demonstration result in loss of local autonomy?
4. Will the Seattle District lose financial support?
5. How will the church-state issue be handled?
6. Will parental control really increase?
7. What effect will the failure of individual schools have on the educational system?
8. What assurance of quality control exists?
9. Will the voucher lead to divisiveness?
10. Will racial and socio-economic segregation be increased or decreased?
11. How will transportation costs be handled?
12. How do we end the experiment?
13. What happens to civil rights under vouchers?
14. Will this voucher plan really be beneficial to poor children?
15. How can poor people be represented more fully in planning activities?
16. What are the guarantees against hucksterism?

Despite this reordering of task priorities by the VSC, several members chose to continue working on BSSR task forces.

The VSC, as a whole, dealt with several critical questions during Phase II. One of these questions was the selection of a potential demonstration site by October 31, 1971. The question was raised officially for the VSC at its September 13th meeting. The view was expressed that until the community information program could inform the general public on pro and con arguments regarding vouchers, decisions in regard to site selection should be delayed. Voucher Study Committee Chairman, Ms. Alice Shorett, wrote the OEO on September 22, 1971, requesting an extension of the October 31, 1971, date. However, the VSC was informed by Ms. Pat Lines (CSPP) that the request had to come from the Seattle Public Schools. Ms. Shorett wrote Dr. Bottomly on September 28, 1971, requesting that the necessary steps be taken to delay the site selection. The BSSR subsequently prepared a revised timetable for selection of a demonstration site which extended the date of selection to November 10, 1971. The BSSR cited the delays in conducting the survey of parental attitudes rather than specific reservations by the VSC as the primary reason for revising the timetable.

A letter was sent to Ms. Forrest Smith, President of the Seattle School Board, on November 3, 1971, by Ms. Vivian Caver, VSC Chairman (elected October 18, 1971), requesting an extension of the November 10th site selection date. Dr. Bottomly sent a letter to the VSC on November 15, 1971, stating that the OEO had approved a thirty day extension of the site selection deadline. He also indicated that the School Board would request additional time as needed.

BSSR Activities During Phase II

The Bureau of School Service and Research staff focused on the broad task areas of Chart I-1 to satisfy the contractual obligations of the feasibility study with the Seattle School District. Five of these task areas were central to the Bureau's efforts: (1) Potential Demonstration Site Selection, (2) Education Voucher Agency Model, (3) Admissions Procedures, (4) Community Information Program, and (5) Voucher Economic Model. The time schedule developed in September for the initiation and the completion of BSSR tasks was revised on October 25, 1971.

Before specific recommendations could be made regarding the selection of a potential demonstration site, data had to be compiled in two areas. First, the demographic characteristics of Seattle on the basis of high school attendance areas were needed. Second, parental attitudes on the basis of high school attendance areas were needed.

George Shepherd, Research Analyst with the BSSR, completed his first detailed demographic report of Seattle high school attendance areas on September 27, 1971. This report was "designed as an adjuvant ingredient to the selection process of a Voucher Plan Demonstration Area." The data were presented as a comparison between 1960 census figures and 1970 census figures to show the overall demographic status and changes in Seattle. Various supplementary reports were submitted to the Bureau by Mr. Shepherd to provide additional specificity to the selection of a potential demonstration area. The data are summarized in Chapter IX of this report.

Following the demographic report on Seattle's high school attendance areas, Dr. Howard Johnson, Associate Director of the BSSR, prepared a report on October 1, 1971, dealing with criteria for the selection of a potential demonstration site. The criteria were divided into two parts - those criteria that had to be present in any demonstration area and those criteria that should be considered in the selection process. These criteria as further revised are listed in Chapter IV of this report.

On October 14, 1971, the report by Dr. Johnson was made available to members of the VSC and the Seattle School Board for the purpose of gaining feedback on the selection criteria. The Bureau conducted the attitude survey of 1,500 Seattle citizens during the three week period beginning October 26, 1971. As a result of the attitude survey and the selection criteria, the BSSR recommended in a report for the VSC and the School Board on December 2, 1971, that an intensive survey be conducted in one or more of the various hypothetical sites within the recommended four high school attendance areas including Franklin, Cleveland, Rainier Beach, and Sealth. The December 2, 1971, report also included a summary of data from the city-wide attitudinal survey and a copy of a proposed questionnaire on parental choice of schools in the potential demonstration area(s). The second survey on school choices was conducted through elementary schools in the four high school attendance areas beginning on January 6, 1972.

A critical element of the survey conducted in early January, 1972, was the dissemination of information to parents to enable them to make choices on the school choice survey. A booklet, *Questions and Answers About the Voucher System*, published by the Center for the Study of Public Policy accompanied each survey form. The booklet was only one example of the extensive community information program conducted by the BSSR during Phase II.

During the period September - November, 1971, a number of informational items were prepared by BSSR staff members for distribution at community meetings and to interested individuals. The BSSR also subcontracted a portion of the community information program to University Information Systems, Inc. on October 12, 1971. University Information Systems' responsibilities included informing community leaders, parents, service groups, and key persons and groups in legislative positions, in the Governor's office, and in King County of the proposed voucher plan. An assessment of information regarding the legislators' attitudes toward the voucher feasibility study and any proposed legislation that would implement the study was requested. University Information Systems was instructed to survey community leaders and forward their opinions, in summary form, to the BSSR. An interim report from University Information Systems was made to the Bureau on November 29, 1971. Almost 600 information packets had been prepared and distributed to key people in governmental and private positions. On December 8, 13, and 15, 1971, reports were presented to the BSSR summarizing the opinions of over seventy key community leaders.

To contact individuals and organizations apart from Bureau contacts, the BSSR employed Ms. Thelma Rucker on November 1, 1971, as a community liaison coordinator. Ms. Rucker was contracted to develop an information dissemination and information feedback system to bring to the BSSR the prevailing attitudes regarding the possible inauguration of a voucher system demonstration in Seattle.

A preliminary draft of the BSSR recommendations regarding the feasibility of a voucher plan in Seattle was prepared during the week starting December 27, 1971. Following Bureau staff review and editing of the recommendations, the draft was distributed on January 17, 1972, to a number of individuals and groups.

Extension of Phase II: January 1 - March 8, 1972

On December 6, 1971, the Seattle School District sent a letter to Ms. Elissa Feldman, Site Manager in the Experimental Research Division of the OEO, regarding the decision process for the voucher plan in Seattle. A request was made to extend the final voucher decision past December 31, 1971, by about two and one-half months to March 8, 1972. The rationale for requesting an extension was based on the absence of specific proposals for the community to analyze. Ms. Feldman responded to the District's extension request on December 29, 1971. She wrote:

> "Given the sincere desire on the part of the Seattle School Board to reach a final decision on that date with maximum opportunity for public discussion on the voucher plan, the March 8 date is acceptable to this office."

She also wrote, however, that the extension of the grant until March 8, 1972, would involve no additional cost to the OEO.

The requested extension as outlined above resulted from a number of delays in the original BSSR time schedule. In certain cases, these delays were based upon requests from either the School District or the Voucher Study Committee. Particular tasks requiring completion during this Phase II extension period included the following:

1. Dissemination of the BSSR voucher model in a preliminary draft form. (This preliminary draft report was available for distribution on January 17, 1972.)

2. Completion of a parent mobility survey distributed through all public, parochial, and private schools within the potential voucher demonstration area.

3. Examination of the BSSR voucher model through a series of public meetings and/or hearings.

4. A final citizen attitude survey to be conducted within the potential target site prior to a Board decision in early March.

Completion of the above tasks should provide adequate information for a Board decision relative to a voucher demonstration in the City of Seattle. This historical overview of the Phase II project in Seattle should provide the reader with an appreciation of the vast number of tasks and individuals involved in various study activities. Subsequent sections of this report summarize reports of Phase II study activities and assess the probable implications of and reactions to a voucher demonstration in Seattle.

PART TWO

A VOUCHER MODEL FOR SEATTLE*

Chapter III: Key Elements of a Seattle Voucher Model

Chapter IV: Selecting a Demonstration Site

Chapter V: Educational Programs and Compensatory Vouchers

Chapter VI: The Education Voucher Agency

Chapter VII: Voucher Schools and Admissions Procedures

Chapter VIII: Financing the Voucher Demonstration

*Key elements of this voucher model were outlined in a preliminary draft report published by the Bureau of School Service and Research on January 17, 1972.

CHAPTER III: KEY ELEMENTS OF A SEATTLE VOUCHER MODEL

Much of the Phase II activity of the Bureau of School Service and Research has been directed toward adapting the regulated compensatory voucher model (as developed in the Jencks report and supported by the OEO) to Seattle. This specially adapted model aims to preserve basic conditions as established by the OEO (including selection of the elementary school level, a compensatory voucher for the disadvantaged, and participation of parochial and private schools) and is designed to preserve certain commitments and conditions existing in the local school district. These conditions include but are not limited to the existing schools and their locations, the established transportation routes, the projected school populations, and the commitment to desegregate the public school system. Based upon these many considerations, the Bureau has developed a voucher plan for the City of Seattle incorporating the OEO guidelines along with certain adjustments to local conditions and attitudes.

Basic to the plan are the elements presented here in a recommendation format. To assist the reader, each of the component recommendations has been cross-referenced to the appropriate chapter in this report.

The voucher demonstration should occur in some combination of schools in the Rainier Beach, Cleveland, and Sealth High School attendance areas. Some part of the Franklin High School attendance area might also be considered as part of the demonstration site, particularly if a larger number of students, and hence, alternatives is desirable. The demonstration should last from five to seven years and should involve a minimum of 6,000 elementary school students. (Chapter IV)

To test the broadest degree of parental choice of schools, public, private and parochial schools should be included in a demonstration. The inclusion of non-public schools will undoubtedly require enabling legislation and the participation of parochial schools will undoubtedly be challenged in the courts. (Chapter IV and VII)

All students in a demonstration area should receive a basic voucher equal to the current annual per pupil expenditure in the Seattle School District. In addition to the basic voucher, all children designated as economically disadvantaged should receive either a full compensatory voucher (worth one-third the amount of the basic voucher value) or a partial compensatory voucher (worth one-sixth the basic voucher value) depending on the level of the family income. No school should be permitted to charge more than the value of the voucher held by the individual student. (Chapters V and VI)

An Education Voucher Agency (EVA) should be set up to administer and regulate a voucher demonstration. The EVA might consist of eleven members: three appointees of the Seattle School Board, three appointees of the Area School Councils who are representative of the demonstration area, two appointees of the Seattle Alliance of Educators (or any other group designated as the negotiating body for professionals), one appointee of the Seattle Council of PTSAs, one appointee of the Archdiocese

of Seattle, and one appointee from the Washington Federation of Independent Schools. Functions of the EVA include information collection/dissemination on schools, qualification of schools, parent counseling and administering the admissions system. (Chapter VI)

To preserve continuity in the education process, children who have been previously enrolled in a particular school should be assured the right to continue in attendance. Also, any younger brothers and sisters of present enrollees should be given acceptance priority during the voucher demonstration. Following this protection of continuing students and siblings, a school's vacant seats should be open to all applicants on an equal basis. Should the number of applicants exceed the number of seats, all remaining vacancies will be filled on a lottery basis. The one exception would be to new schools in their initial operating year. Such schools in the first year only should be allowed to select up to 50 percent of their students on any basis other than race, religion, sex, and income. (Chapter VII)

To encourage development of alternative schools as well as to promote more diversity in already existing programs, the Seattle School District should negotiate with appropriate groups to consider the possibility of loosening or suspending current state regulations in the areas of curriculum organization and teacher certification. (Chapter VII)

Any school drawing more than 50 percent of its students from within a demonstration area at the beginning of the demonstration period (whether its geographical location is outside or inside the demonstration area) should be eligible to participate as a voucher school. Any schools not meeting this minimal criterion may petition the EVA for a right to participate, but care must be exercised not to undermine the competitive equality of all participating voucher schools. (Chapter VII)

The financing of a voucher demonstration should not involve additional local tax support and should be established in a way which minimizes transition problems for the public school system at the conclusion of the demonstration period. (Chapter VIII)

The Office of Economic Opportunity should conduct an ongoing evaluation effort over the proposed five to seven year period. In addition, the local EVA should conduct its own evaluation and should collect data relevant to the day-to-day functioning of a voucher demonstration. (Chapter VIII)

The Bureau of School Service and Research is in no position to say that this voucher model either should or must be tried at this time in Seattle, but the BSSR staff is convinced that a demonstration plan of the type outlined above is not only worthy of serious consideration but contains sufficient controls to assure continued quality education in the Seattle School District.

The remaining chapters in the second part of this final report provide a detailed rationale and development for the proposed voucher plan.

CHAPTER IV: SELECTING A DEMONSTRATION SITE

In Chapter III, some combination of schools in the Rainier Beach, Cleveland, and Sealth High School attendance areas was recommended as the best site for a voucher demonstration in Seattle. This total area includes approximately 10,683 children in grades K-6 and encompasses a geographical area of approximately twenty square miles. The decision process and rationale used in arriving at this recommended target site is quite complex and has involved input from a wide variety of community groups and individual citizens. In succeeding sections of this chapter, we review this decision-making process in further detail.

Criteria for Selection of a Demonstration Site

Early in Phase II, the Bureau developed a set of criteria to be used in selecting a section of the city appropriate for a possible voucher demonstration site. This set of criteria, consisting of both required conditions and desirable factors, was presented to both the Citizens' Voucher Study Committee and the Seattle School Board. After considering input from both of these groups as well as reactions from interested citizens, the Bureau prepared the final list of criteria as follows:

Minimum Criteria for a Demonstration Site

1. *The test site must include 6,000 students in grades K-6.*

   While the plan will not necessarily involve this entire population of 6,000 students during the initial year of operation, it is desirable that at least this number be involved by the second or third year of the demonstration project. Based upon the present building capacity and organizational arrangements within the Seattle schools, this will assure the involvement of at least fifteen public schools and will likely provide a sufficient base for the development of alternative private schools. The Office of Economic Opportunity has indicated a strong preference for at least this number of schools in order to assure an adequate test of competing alternatives within the educational market.

   It is assumed that only a limited number of genuine alternatives will actually exist at the beginning of the demonstration period. One of the points to be observed during a voucher demonstration is the extent to which varied alternatives develop in response to expanded parental choice in school selection. The existence of at least fifteen plus public schools should provide sufficient opportunity for such development of alternatives.

2. *The test site should include a sizable portion of disadvantaged students and should include an adequate representation of ethnic minorities.*

   Since much of the federal support of the demonstration project is directed toward improved educational opportunities for disadvantaged children, the test site must incorporate a sizable disadvantaged population. While no set percentage of disadvantaged persons has

been established by either the OEO or the BSSR, it is suggested that at least 15 percent of the total school population within the demonstration area fall within the federal government's present poverty classification.

The representation of ethnic minorities is of secondary importance; however, the possible effect of a voucher plan on the extent of racial integration in the schools is important and cannot really be assessed without a significant minority population in the demonstration area. Hence, the population in the demonstration area should approximate the population distribution of the city as a whole. Since the present non-White school enrollment within the city is approximately 25 percent, the Bureau recommends a demonstration area of approximately that same composition (or slightly higher).

3. *The demonstration test site should not conflict with present efforts to achieve racial integration within the Seattle Public Schools.*

The voucher plan is not a plan for integrating schools, but it should not work in conflict with increased integration of the total school system. The Seattle School District is in the process of implementing a major desegregation plan which will undoubtedly involve some mandatory assignment of students for the purpose of achieving integration. While any voucher demonstration site must obviously be excluded from the mandatory school assignment plan currently being developed by the School District, achievement of minimal levels of integration can be maintained within the voucher demonstration area itself through the use of racial or ethnic group quotas in the admissions system, if necessary. Selecting a voucher demonstration area with an approximately 25 percent non-White population should not in any way frustrate the efforts to integrate the total school system and should also make it possible to establish the same levels of integration both within and outside the voucher demonstration area. The extent to which racial or ethnic group quotas will work against the basic voucher concept of free choice can only be determined by selecting one or more possible demonstration areas and collecting further information on school choices from parents residing in those areas.

Additional Factors to be Considered in Selection of a Demonstration Area

4. *The test site should include a major portion of all available voucher seats within its boundaries.*

While this is not specifically a criterion for the site selection process, it is important that a test site be picked in such a way that most schools are either totally in or out of the voucher plan. If the competitive model of school operation is to be given a fair test, it is necessary that the vast majority of participating schools be eligible to lose or gain students according to the attractiveness of their respective programs. If a number of schools receiving voucher students were operating outside the demonstration area (and hence at least in part on a traditional assignment pattern), the effect of the competitive model in influencing changes in school

operation would not receive a full test. In summary, it is important that the majority of schools which stand to attract students under the voucher plan are also faced with the possibility of losing students to other schools involved in the demonstration.

Any non-public school not wanting to make all seats available to voucher students might appeal to the EVA. Appeals might be granted in the early years simply as a means of expanding the alternatives available to parents. Exceptions might also be granted to private or parochial schools which served prior to the demonstration a limited number of students from outside the demonstration area. Care must be exercised that such exceptions do not place voucher schools drawing students only from within the demonstration site at a competitive disadvantage.

5. *As a means of minimizing transportation costs and time of travel, a demonstration site should preferably be geographically contiguous.*

While there is no definite restriction against including non-contiguous areas in the demonstration site, it is likely that transportation problems will be minimized by selection of a single contiguous geographical area. In considering potential non-contiguous areas, some attention should be given to major traffic patterns and probable access times. Minimizing the overall cost of transportation is desirable not only for the duration of the demonstration but as a way to minimize transition problems at the end of the demonstration.

6. *The test site should contain at the beginning of the demonstration period a number of alternative schools or at least schools with a variety of programs.*

Unless genuine alternatives for education exist within the demonstration area, there is little chance that parents will be given additional opportunity to make choices regarding the education of their children. With this in mind, it is important to pick a demonstration site which includes the potential for providing alternatives in schooling. Obviously, an area in which such alternatives already exist is to be preferred.

7. *There should exist in the demonstration site a generally favorable attitude toward a voucher idea or at least the various components of parent choice and school competition which it includes.*

The attitudes toward the voucher idea in various sections of the city may very well differ. Ideally, those sections of the city which give general population support for the voucher idea and its component parts are best suited for the demonstration area. General attitude data by high school attendance area is being collected as a means of assessing this factor. The Bureau clearly recognizes that support of the voucher idea as assessed in this survey may be an entirely different matter than support of a specific five-year voucher demonstration in some section of the City of Seattle. Once a hypothetical demonstration area has been selected, more intensive assessment of public attitudes within that hypothetical demonstration area will be attempted. This assessment will include attitudes toward both the voucher idea and the specific demonstration proposed for Seattle.

8. *A demonstration area should incorporate a population which has only moderate dissatisfaction with the existing school system.*

   It appears now that transition problems will be minimized in a demonstration site showing moderate rather than extensive dissatisfaction with its present schools. A high degree of dissatisfaction may result in severely imbalanced school choice patterns during the initial project year. Such severe imbalance in school choices could result in decreasing, rather than increasing, parent choice in the selection of schools. At the other extreme, an area showing a very minimal degree of dissatisfaction with the present school system would not represent a particularly attractive demonstration site. The additional costs of a voucher demonstration project can be justified only if a significant portion of the population has a desire to either change the program of its present neighborhood school or select a school which more nearly satisfies its own educational desires.

9. *Area advisory councils and other key political groups within the proposed demonstration site should be generally supportive of the voucher idea.*

   Because the approval of the site selection will eventually become a political matter, it is desirable that the area councils and other key political groups within the demonstration site be generally supportive of a voucher plan in their particular area. With this in mind, the BSSR is meeting with each of the various area councils and intends to assess the attitudes of each council toward the voucher idea.

   Detailed assessment of advisory council and community group attitudes may have to await the development of a rather specific hypothetical plan for a particular demonstration site, and area councils may also prefer to withhold judgment until previewing the various attitude studies conducted by the BSSR. Hence, an evaluation of area council and political group positions is a continuing process and will simply be utilized as a general guide to the Bureau's selection process. It is assumed that both the area councils and the School Board itself will carefully review any plans developed by the Bureau staff; and hence, the opinions held by persons involved in the decision-making structure are clearly considered as part of the development of a voucher model for Seattle, wherever or whenever it might be proposed.

Following presentation of these site selection criteria to both the Seattle School Board and the Voucher Study Committee, the Bureau proceeded to apply the criteria to various parts of the city. Several combinations of high school attendance areas were examined by the staff and the three potential target sites which most closely met the selection criteria were as follows:

Area #1: Garfield-Queen Anne-Lincoln

Area #2: Franklin-Cleveland-Rainier Beach

Area #3: Cleveland-Sealth-Rainier Beach

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A general city-wide survey of both parent attitudes toward vouchers and probable school choices given a voucher plan was helpful in eliminating Area #1 from consideration. We turn now to a summary presentation of this survey information, particularly as it relates to probable school choice patterns.

Probable Public School Holding Power and Mobility Patterns

As a means of assessing at least tentatively the degree to which parents are dissatisfied with present public schools and the patterns of student mobility resulting from these attitudes, the BSSR conducted a major survey in ten of the twelve high school attendance areas. Details regarding the methodology and findings are presented in Appendix A of this report. It should be noted that the survey was used primarily as a means of assessing the extent to which the three potential target sites as listed in the previous section satisfied Items #7 and #8 of the selection criteria. In Figure IV-1, we see that the percentage of

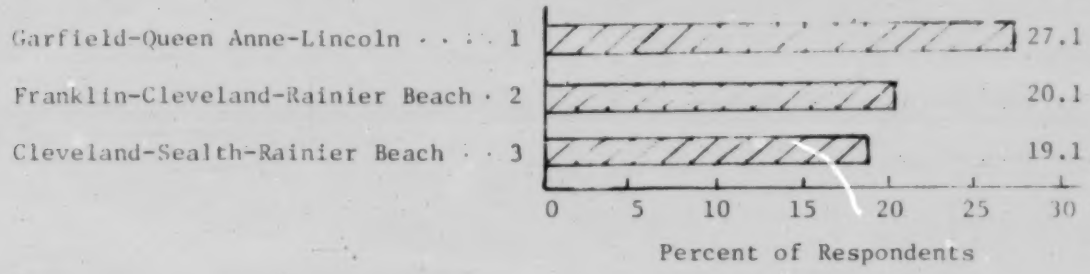

FIGURE IV-1

PERCENT OF RESPONDENTS WITH UNFAVORABLE OR VERY UNFAVORABLE ATTITUDES TOWARD PRESENT ELEMENTARY SCHOOLS*

*Data used as a basis for this figure are taken from Table A-1, Appendix A.

citizens having an unfavorable or very unfavorable attitude toward elementary schools in their neighborhood is substantially greater in Area #1 than in the other two potential target sites.

Even more important is the fact that the level of dissatisfaction in Area #1 is not spread evenly throughout the entire area. The percentage of respondents in the Garfield attendance area reacting with some degree of disfavor to present elementary schools was 31.9 percent as compared with 25.3 percent and 22.2 percent for Queen Anne and Lincoln respectively. The same degree of variation in satisfaction level among component high school attendance areas does not exist in either Area #2 or Area #3.

This same general comparative pattern among the three potential target sites is evident in looking at the holding power of public schools in the respective parts of the city. As noted in Table IV-1, the percentage of parents choosing to remain in public schools in Area #1 is a full 10 percent lower than the comparable percentage for the other two areas. The variation of possible mobility

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TABLE IV-1

PROBABLE HOLDING POWER OF PUBLIC SCHOOLS, GRADES K-5

Designated Area	Number of Public School Students Covered by Sample	Percentage of Students			
		Remain in Present Public School	Choose a Different Public School	Choose a Private School	Choose a Parochial School
Area #1 Garfield-Queen Anne-Lincoln	181	59.1	23.2	13.3	4.4
Area #2 Rainier Beach-Franklin-Cleveland	84	69.0	6.0	8.3	16.7
Area #3 Sealth-Rainier Beach-Cleveland	84	72.6	4.8	7.1	15.5

patterns within Area #1 is rather extreme with only 38.4 percent of the students in Garfield remaining in their present elementary school as compared with 73.2 per cent and 78.1 percent in Queen Anne and Lincoln respectively. (See Table A-4, Appendix A for more detailed mobility data for each of the high school attendance areas.) Such an extreme variation in mobility patterns within a target site would likely result in considerable confusion. The probability that many parents would be unable to receive first choice schools is obviously increased under such conditions. Hence, we conclude that both Areas #2 and #3 (where the holding power and mobility patterns within the respective high school areas are more compatible) are potentially better voucher target sites.

After eliminating Area #1 as a potential site, the decision was made that further survey information would be helpful in deciding what part of Areas #2 and #3 should be recommended as the best possible demonstration area for Seattle. Details regarding this additional survey work are covered in Appendix B of this report. Suffice it here to say that this additional survey information provides support for selection of a target site approximating the boundaries of Area #3 rather than Area #2. Such a site would probably involve less conflict with the complex problems of desegregation and mandatory bussing within the city schools (selection criteria Item #3) and would afford more alternative educational forms at the beginning of the demonstration period (selection criteria Item #6).

Selection of a Potential Target Site

Of the three areas considered as potential demonstration sites, Area #3 (including Cleveland, Rainier Beach, and Sealth High School attendance zones) appears to have the greatest potential because it clearly comes closest to satisfying the several criteria and factors listed earlier in this chapter of the report. Despite this comparative favorability of Area #3, the BSSR would not discount the possibility of adding some part of the Franklin High School attendance area to the present boundaries of Area #3 as a possible demonstration site. This possibility may be particularly appropriate if school enrollment losses as outlined

in Chapter IX of this report materialize, but should not be considered if such an addition would conflict with plans for desegregating the total school system.

Having suggested selection of a fairly specific target area, let us examine certain features of this particular site. As seen in Map IV-1, this suggested demonstration test site (Cleveland, Rainier Beach, Sealth) includes twenty public elementary schools (including the alternative elementary school at the Old Maple School site), five parochial schools, and one private school. Each of the parochial and private schools has indicated a definite interest in participating in the voucher plan should Seattle decide to conduct a demonstration.

In Table IV-2, we note that the suggested voucher demonstration area clearly

TABLE IV-2

1971 STUDENT POPULATION WITHIN SUGGESTED TARGET SITE, K-6*

Area / Group	Cleveland		Rainier Beach		Sealth		Entire Site	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	1581	45.8	1510	66.8	4383	88.2	4474	70.0
Nonwhite	1873	54.2	752	33.2	584	11.8	3209	30.0
Total	3454	100.0	2262	100.0	4967	100.0	10683	100.0

*The figures are based upon the October 1, 1971, racial surveys by public and non-public elementary schools.

meets the condition of over 6,000 students. We further observe that the present percentage of minority students was slightly higher than the city-wide average of 22 percent. This minority population is composed largely of Black and Oriental groups but also includes a significant American Indian representation. At least 15 percent of the students come from disadvantaged homes. This disadvantaged population is well scattered through the entire area with particular concentrations in the Concord, Cooper, High Point, Maple, and Van Asselt Elementary School attendance areas. High minority concentration schools such as Van Asselt could be deleted if necessary to reduce ethnic concentrations.

The suggested voucher demonstration area is geographically contiguous. Major transportation routes are outlined on Map IV-2. While few transportation routes connect directly the east and west portions of this suggested target site, the routes which do exist are quite adequate for bus transportation. It is anticipated that no student living within the demonstration area is more than a thirty minute bus ride from any of the schools within the target site.

While there is some advantage in selecting a demonstration site which incorporates a combination of high school attendance areas, this concern is by no means an absolute. The Seattle School District may have good reason to eliminate certain of the schools suggested in Map IV-1 and may also choose to add others

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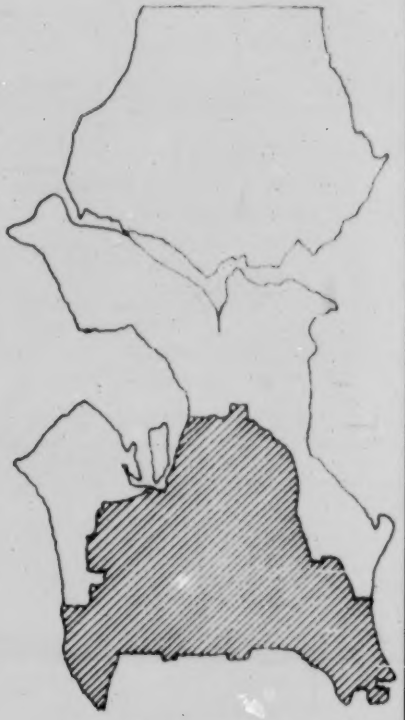
MAP IV-1

SUGGESTED VOUCHER DEMONSTRATION SITE



BEACON HILL
KIMBALL
LITTLE FOLK MONTESSORI
COOPER
MAPLE
ST. GEORGE'S
DEARBORN PARK
FAIRMOUNT PARK
ELEMENTARY ALTERNATIVE
ST. EDWARD'S
HIGH POINT
SANISLO
BRIGHTON
OUR LADY OF GUADALUPE
VAN ASSELT
HUGHES
WING LUKE
DUNLAP
FAUNTLEROY
HIGHLAND PARK
CONCORD
ROXHILL
EMERSON
HOLY FAMILY
ARBOR HEIGHTS
ST. PAUL'S
RAINIER VIEW

SCHOOL TYPE
PUBLIC
PAROCHIAL
PRIVATE

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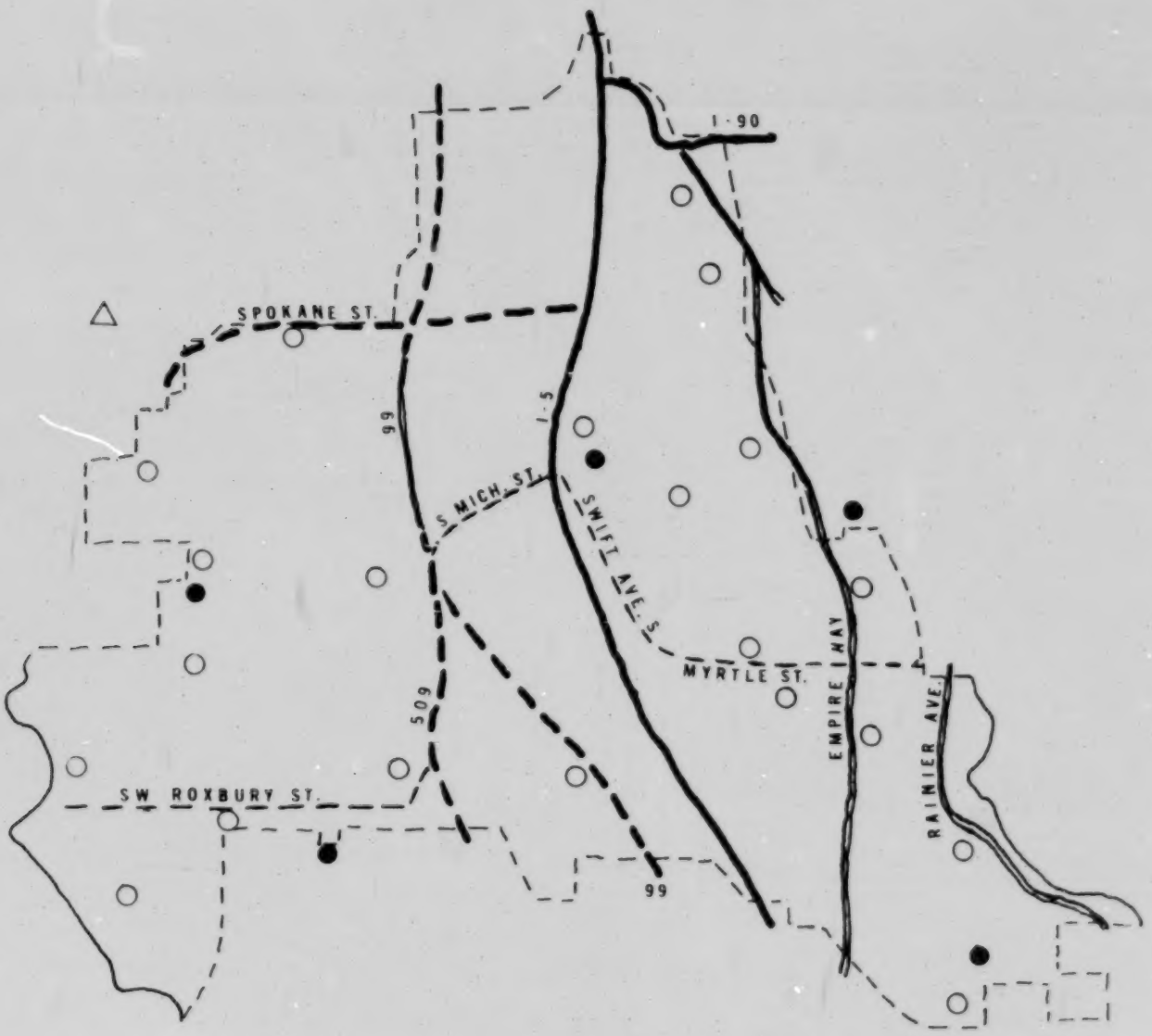
MAP IV-2

TRANSPORTATION PATTERNS IN SUGGESTED VOUCHER DEMONSTRATION SITE



which exist on the periphery of the suggested target site. Some minor modifications in the site as suggested will not significantly alter the extent to which the demonstration site satisfies the criteria listed earlier in this chapter of the report. In conclusion, the BSSR recommends the area described in Map IV-1 as one which most closely meets those criteria considered essential for a good test of the voucher concept and therefore recommends its consideration to those persons seriously interested in testing the voucher idea in the City of Seattle.

CHAPTER V: EDUCATIONAL PROGRAMS AND COMPENSATORY VOUCHERS

One primary motivation of the OEO in promoting the voucher plan is to provide improved and more varied educational programs for disadvantaged students. To help assure that this goal is reached, the voucher plan as proposed by the OEO and as adapted to the Seattle demonstration is designated as a "regulated compensatory" model. The "regulated compensatory" feature is critical to the model as outlined here. It is also one of the dimensions of this voucher plan which makes it distinctly different from voucher plans previously used in either this country or abroad. Thus, special attention should be given to the "regulated" and "compensatory" features of the plan.

Regulated Compensatory Model

One of the first questions often raised about a voucher plan relates to the possibility that wealthier parents will tend to select schools charging higher tuition, thereby creating divisiveness within the school system. The requirement that all participating voucher schools must accept the value of each student's voucher as full payment for education should minimize this tendency toward divisiveness in participating voucher schools. The regulation of tuition rates in this manner may prevent (or at least discourage) participation of certain exclusive, high-cost private schools; however, such schools are already operating apart from the public school system and it is difficult to see how a regulated voucher model could, if managed properly, lead to any significant and additional divisiveness among the schools of Seattle.

It is in relation to this divisiveness that the compensatory voucher is introduced as at least a partial deterrent. If the vouchers of all students were of equal value, some schools might tend to avoid accepting (or at least might find ways to remove) students who have learning and/or behavior problems. Recognizing that the education of such students requires greater expense than that of average and above-average students, and that learning problems are often more prevalent among students from poor and disadvantaged families, such a condition might lead indirectly to a subtle but systematic discrimination against the very population most in need of improved educational programs.

To minimize the potential for this type of discrimination, the voucher model as proposed here for Seattle includes provision for a compensatory voucher. The compensatory voucher is worth up to one-third the value of the basic voucher and would be attached to the basic voucher of all disadvantaged students.

Before proceeding with a more detailed description of the compensatory voucher and the criteria for its distribution, a comment should be made regarding sources of funding beyond the basic and compensatory voucher values. It has already been stated that voucher schools must accept the basic and compensatory voucher values for each participating student as full payment for the cost of education. This provision, however, does not prevent participating voucher schools from certain types of private fund raising. Both public and non-public voucher schools may become involved in a wide variety of private fund-raising efforts to support their basic operation expenditures. Non-public voucher schools (and particularly

new schools which are being organized) may also apply for loans to meet certain capital equipment and facility needs. Obviously, both the School Board and the supervising Education Voucher Agency would have to audit the private fund-raising efforts of participating schools and may, at some later date, choose to regulate such efforts as a means of minimizing tendencies toward divisiveness among the participating schools.

Compensatory Vouchers and Their Distribution

Under the regulated compensatory voucher model, all disadvantaged students may receive a voucher worth up to one-third more than the basic voucher value. While this compensatory provision may not meet the special needs of some students living in the demonstration area, it should assist in meeting at least some of the additional costs involved in educating disadvantaged students. It should also encourage schools to develop programs (or expand upon programs already existing through Title I or other federal funding sources*) more attractive to disadvantaged students, e.g., ethnic studies curricula, school breakfast programs, and tutorial assistance.

According to the budget figures as presented in Chapter VIII of this report, the compensatory voucher can be worth up to $250 (one-third the basic voucher value of $750). The BSSR debated at length the relative merits of a sliding scale (with students receiving varying voucher values depending upon the degree of poverty and/or educational deprivation) vs. a single value compensatory voucher, and finally arrived at a system involving just two types - the full and partial compensatory voucher. Before describing in detail the way in which these particular compensatory vouchers might be assigned to students or used by schools, we need to examine the general criteria to be used in their distribution.

Since compensatory vouchers are primarily a means of recognizing that the education of certain students requires a higher funding level, the ideal base for distributing such funds would be an educational rather than economic index; however, difficulties in arriving at a clear educational definition of disadvantaged cause the BSSR to recommend, at least initially, an economic rather than educational index. The following factors support the distribution of compensatory vouchers in accordance with family economic status:

1. A workable definition of economically disadvantaged persons is already in use in federal and state agencies.

2. There is a high degree of correlation between educationally disadvantaged children and low income families in the Seattle School District. Therefore, disadvantaged children eligible to receive compensatory vouchers would involve essentially the same population whether defined by educational or economic criteria.

3. Since compensatory voucher money need not be spent on the specific students carrying such vouchers (but rather the use of compensatory funds must be generally acceptable to parents selecting each school),

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*The compensatory voucher is in addition to the present special federal funding sources.

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it is less important that the money be specifically attached to students who require more costly educational services.

4. The use of an economic definition would reduce administrative costs and would simplify the process of distribution, e.g., a child's eligibility to receive compensatory vouchers could be quickly determined without waiting for test results.

5. Should educational criteria be used, difficulties would undoubtedly arise in the administration, scoring, and interpretation of tests.

6. Tests given to determine whether a child is educationally disadvantaged are often no more indicative of the cost of educating a child than an income figure. For example, certain students with low scores on a standardized test may be working at capacity in the specific areas being tested. Compensatory vouchers would not likely be necessary to cover the costs of educating such students.

Despite these present problems with the use of educational criteria, the BSSR does recommend that the Seattle School Board and/or the local Education Voucher Agency continue to study and develop guidelines for assigning compensatory vouchers to disadvantaged students defined at least in part by educational criteria. Such educational criteria used to define disadvantaged children might include any of the following:

- A score placing the child in the lower fifteenth percentile on a reading readiness test.
- A child two grades or more behind in reading and/or mathematics skills.
- Recommendation from the child's teachers that the child is performing significantly below his expected academic level.

Specific economic criteria suggested for use in a Seattle voucher demonstration are those presently used by the Federal Department of Labor, the Department of Health, Education and Welfare, and the Office of Economic Opportunity. In Table V-1, we note that a full compensatory voucher is assigned to each student who comes

TABLE V-1

BASIS FOR DISTRIBUTING COMPENSATORY VOUCHERS*

Number in Family	Family Income Level	
	Full Compensatory Voucher	Partial Compensatory Voucher
2	0 - 2599	2600 - 3899
3	0 - 3299	3300 - 4949
4	0 - 3999	4000 - 5999
5	0 - 4699	4700 - 7049
6	0 - 5299	5300 - 7949
7	0 - 5899	5900 - 8849

*These figures are based upon poverty levels currently in use by the Office of Economic Opportunity and other Federal government agencies. The poverty designation applies to families whose income falls within the range labeled as "full compensatory voucher." All figures are subject to periodic revision. For families of more than seven, add $600 to the basic poverty level for each additional family member.

from a family with an income below the basic poverty level. Income factors are based upon the previous year's income data. Family income in this case is defined as being the money a family receives during a year, including gross wages, self-employment and other income such as social security and pensions or annuities. Exceptions are non-cash income, cash welfare payments, and payments of stipends under manpower training programs.

Having established the economic basis for assigning compensatory vouchers, let us outline more specifically the recommended plan which involves full and partial compensatory vouchers. In recommending just two types of compensatory vouchers, the BSSR is rejecting a more complicated sliding scale type of compensatory voucher. This rejection is made in an effort to simplify the system of administration and in recognition of the fact that the correlation between cost of education and economic deprivation is not sufficiently high to justify a more complex scaling procedure. The suggestion for two compensatory voucher types - full and partial - is, on the other hand, at least a partial recognition that economic disadvantage is a variable rather than a fixed factor; hence, having the two types of compensatory vouchers should lessen the possibility of a subtle discrimination on economic grounds which might accompany a voucher plan involving only a single compensatory voucher.

Under the plan as proposed here, the full compensatory voucher would be worth one-third of the regular voucher value (or $250) and a partial compensatory voucher would be worth one-sixth of the regular voucher value (or $125). The assignment of vouchers would be in accordance with economic criteria as outlined in Table V-1. In general, students from families whose income falls below the basic poverty line would receive the full compensatory voucher. Those students from families whose income is between one and one and one-half times the poverty level would receive a partial compensatory voucher. As an example, a family of three would receive a partial compensatory voucher if the family income were between $3300 and $4949 (that is, between the poverty level as listed in Table V-1 and one and one-half times that poverty level). The same family would receive a full compensatory voucher for each student if the family income fell below $3300. If the same family's annual income were equal to or exceeded $4949, no compensatory voucher would be issued. In all cases, the compensatory amount is simply added to the basic voucher value. Hence, according to the financial estimates of Chapter VIII, students receiving a full compensatory voucher will have a voucher worth $1000 ($750 basic voucher plus $250 compensatory voucher). Similarly, those students assigned a partial compensatory voucher will receive a voucher whose total value is $875 ($750 basic voucher plus $125 compensatory voucher).

Schools are encouraged to spend such compensatory voucher money according to the educational needs of individual students (rather than spending all compensatory voucher money on only those students holding such vouchers). Therefore, there appears to be very little need to know which specific students carry full or partial compensatory vouchers. Further, to prevent schools from labeling certain children as disadvantaged, the BSSR recommends that all information identifying particular children as receiving compensatory vouchers be restricted. Each school should be encouraged to use its compensatory voucher funds to provide educational services to those students whose academic and social need is greatest. Each school should be encouraged to develop its own testing program as a means of identifying those critical educational needs.

Before concluding this discussion of compensatory vouchers, some mention should be made of the fact that full and partial compensatory voucher increments of $250 and $125 respectively may not be sufficient to meet the educational requirements of many disadvantaged students. Even the addition of certain Title I and special project funding may not meet the level of need in some voucher schools. Recognizing the increasing costs of education in urban areas, the Seattle School District may want to explore the possibility of negotiating somewhat higher compensatory voucher values with the OEO. Whatever the agreed upon value, there will always be selected students whose educational needs far exceed the limitations as defined within the OEO voucher plan. The way in which these special needs can be handled within the context of a voucher demonstration must be examined further.

Special Education Requirements and the Voucher Plan

There has been much discussion of the question of assigning vouchers to children requiring highly specialized educational services. Such services might include but not be limited to programs currently in existence for the blind, the deaf, the hard of hearing, the mentally retarded, and those children with specific learning disabilities. Several persons have suggested that these students be eligible to participate in the voucher demonstration, thereby receiving both the regular and compensatory vouchers according to criteria already established. Basic to the voucher concept, however, is the idea that no school can charge more than the amount of the tuition voucher. Since handicapped children require special materials such as large print books, mobility instruction, materials translated into Braille, etc., the cost of instruction for these children tends to be significantly higher than the average per pupil expenditure of the Seattle School District. This cost differential leads us to recommend that severely handicapped children continue to be handled outside the voucher framework.

It would be advisable, however, to include in the voucher system educational programs for children with less severe learning disorders. Such children might include students who need separate and special classes for part of the school day but who also profit from interacting with students in regular classes. To accommodate these children, the Seattle School District could operate and finance special classrooms within a voucher school but separate from the voucher school administration. The School District would pay these schools a specified number of dollars for each hour a special student spends in the regular classroom. Let us suppose that the student spends two hours per day (one-third time) in the regular classroom. The School District would then pay the voucher school approximately $250 per year (that is, one-third of the average per pupil expenditure of $750) to cover the cost of regular classroom contact hours. The cost of maintaining a separate class for these special students would of course be borne by the Seattle District rather than by the voucher school. Students in this case would not receive vouchers and would simply be assigned to schools housing the specific program in question.

In addition to those special education students who are severely handicapped and those with less severe learning disorders, there are many children with mild speech and language difficulties who spend the greater part of their time in regular classrooms. We recommend in these cases that the children receive vouchers plus any additional help currently provided for such such students.

In summary, during a voucher demonstration, students with special needs would be classified according to one of the following categories:

1. Severely Handicapped Children (with no interaction in regular classes).

   Children in this group are severely handicapped. Examples might include the blind, deaf, or mentally retarded. These children would receive no voucher and would continue to be educated in designated schools and according to the financial arrangements currently being used.

2. Special Classes (with moderate interaction in regular classrooms).

   Children with less severe learning disorders who spend significant portions of each school day in special classrooms comprise this group. Examples might include the dyslexic and partially visually handicapped. These children would receive no voucher and their programs would continue to be financed through the Seattle School District. Regular classroom interaction time would be purchased from the participating voucher schools.

3. Special Needs (with high interaction in regular classrooms).

   Children with minor speech and language difficulties who spend most of their time in the regular classroom comprise this group. These students would receive vouchers and additional help would be provided by the Seattle School District as needed. No compensatory voucher would be issued unless the child met the economic criteria as established for such vouchers.

The BSSR recommends that the Education Voucher Agency protect in all public voucher schools the space currently being used for special education students, and that the Seattle School District continue in all public voucher schools the ongoing pupil personnel services such as psychological counseling, social service, speech and hearing, and medical services. The funding provisions of Chapter VIII have been developed in a way to assure continuation of these various ancillary services.

Diversity of Educational Opportunity in a Voucher Demonstration

We began this chapter by stating that the voucher plan was designed to provide improved and more varied educational programs for all students, with specific provisions for disadvantaged students. The compensatory voucher has been introduced as a way of providing voucher schools with the financial means to reach this goal of better and more varied programs. Whether the voucher plan as devised can meet this expectation cannot really be answered without an empirical test of at least five to seven years duration. We know that variation and diversity in educational opportunity is limited at present both because of funding constraints and the present method of assigning students according to place of residence rather than student and/or parent desires respecting education. That individual parent desires should be the sole controlling influence on schooling is rather obviously contrary to the whole foundation of public schooling; however, voucher proponents argue that the present system so sacrifices individual student and parent desires as to limit the diversity in educational opportunity and generally to discourage parent interest in the educational process.

Whether such criticism of present school operation is justified is obviously a matter of personal opinion, but seemingly it is appropriate to suggest that greater diversity within the voucher plan is clearly dependent upon parental desires and the ability to develop school assignment patterns based upon these desires. If parent desire (or interest in expressing that desire) is not compatible with the development of more diversity in education, there is small chance that any real changes will occur as a result of the voucher plan.

This latter point, of course, strikes at the heart of the voucher idea. The voucher plan, contrary to the opinion held by many people, is not a specific new program like team teaching, modern mathematics, or phonetic reading. It is rather a new way of assigning students to schools - one which tends to maximize parental choice. The voucher plan depends upon an interested and informed parent. One can hardly support vouchers without placing considerable trust in the judgment of individual parents. Parents will decide the direction and content of education in the various schools. In the voucher plan, there is no single format of education which is best or even desirable for all. Not only will the parent and student determine the existence of a better education in any particular school but the development of greater diversity among schools will depend, in large part, upon a multitude of interpretations as to what that better education really means.

This brings us full circle to the original premise that, under a voucher plan, the creation of diversity in educational opportunity will develop to the extent that parents desire. There is absolutely no way to predict accurately this development of diversity (or the degree of public support for it) without a voucher demonstration. It is possible, however, to delineate a number of different approaches currently available and to note that these "alternative approaches" cover a much broader range than just the open-classroom, free-school model. The idea of educational diversity, of alternative approaches to learning and teaching, is neither new nor an idea specifically developed by proponents of a voucher system. In the last few years, new options have been developed in many school systems. For instance:

> In Portland, Oregon, the student may attend the Metropolitan Learning Center, a K-12 alternative school, where learning is based on whatever the student wishes to learn. This program involves 210 students and seven certified teachers.
>
> Options within the Philadelphia, Pennsylvania, school system include: (1) the Durham Learning Center, where teachers, parents, and students experience learning as a total environmental process; the Center is a model for continuous, comprehensive education and serves children from infancy to age ten; (2) the Affective Educational Program, which considers how a child feels in relation to how he thinks. The program emphasizes a "process approach to learning" and operates in 45 schools with 8,000 students from grades 1-12; (3) the Pickett Community School, a private middle school model of intensive community participation and community-school integration.
>
> The U.S. Office of Education is now funding an experimental schools program, involving three comprehensive K-12 projects in Berkeley, California; Minneapolis, Minnesota; and the Franklin-Pierce School District in Tacoma, Washington. In addition to these programs, three to five more projects will be started in other cities in the fall of 1972; all projects have guaranteed funding for five years.

> *Changing Schools*, a newsletter published by the National Consortium of Alternative Schools, highlights numerous developments in alternative education across the nation. In a recent issue, editors of this publication state, "We are moving to a diverse structure of 'public schools of choice,' in which the parents, students, teachers, and administrators participate in a democratic environment of educational options and individual decision making."

At the local level, there also exists considerable interest in alternative education. In *Choice Not Chance*, a report prepared by the North Central Schools Project, there are at least four different kinds of alternative schools recommended for District consideration, including a basic skills approach, a vocational approach, an adaptability approach, and a free-school approach. The Seattle Public Schools is now operating both an alternative elementary school and an alternative high school, plus other varied programs. Private schools in the Seattle area range in educational approach from Summerhill type programs, where students control their own experiences, to college preparatory schools that have a heavy emphasis on academic curricula and performance.

The fact that 7 percent of those persons responding to a recent survey (for detailed responses, see Appendix B of this report) indicated an interest in a type of school not currently available suggests a fairly broad interest in educational diversity. The voucher system is clearly one means of encouraging this diversity. While the compensatory voucher as outlined in this chapter of the report can provide schools with a funding source required to create better and more diverse programs, and the regulated tuition charge would minimize divisiveness, at least as it relates to socio-economic status, the actual development of educational programs depends upon the interests and desires of individual parents and their degree of insistence that such desires be reflected in the educational system. In the final analysis, parent concern is what vouchers are all about.

CHAPTER VI: THE EDUCATION VOUCHER AGENCY

Successful implementation of a voucher demonstration will clearly involve some type of policy board and management system. For purposes of a demonstration in Seattle, we suggest that an Education Voucher Agency (EVA) be established. This EVA will be responsible for the administration of the voucher demonstration and will establish all policies as required in the conduct of this demonstration.

Composition of the EVA

The OEO has not stipulated the precise composition of the EVA policy board; however, they have encouraged school districts to study the feasibility of a voucher plan and to establish a policy board separate from the regular school board. Not only will a separate board be required for handling the many decisions involved in monitoring a voucher demonstration, but a separate board can potentially be much more representative of the specific demonstration site. Such a board will probably be more inclined to maximize the parental role in school choice and the development of educational diversity. Recognizing the merits of having a separate policy board, the BSSR recommends an eleven member policy board tentatively structured as follows:

Three appointees of the Seattle School Board

Three appointees of the Area School Advisory Councils (representative of the demonstration area)

Two appointees of the Seattle Alliance of Educators (or other group designated as the negotiating body for the professional staff)

One appointee of the Seattle Council of PTSAs

One appointee of the Archdiocese of Seattle

One appointee of the Washington Federation of Independent Schools

The policy board as described above would obviously have considerable interest in school improvement within the demonstration area. Such a board would also be closely identified with the present Seattle School Board and would be widely representative of interests existing within the demonstration site. To assure coordination with overall district programs, it is suggested that all appointees as listed above serve at the pleasure of the Seattle School Board.

Delegation of authority to an EVA Board will undoubtedly require special legislation. Although a first effort for legislation at the state level in the special session of the Legislature has been unsuccessful, it would appear that an EVA as outlined above could serve at this time only in an advisory capacity to the present Seattle School Board. Until permissive legislation is achieved, it may be preferable for the School Board itself to serve as the EVA policy board.

It should be emphasized here that the composition of an EVA policy board is certainly not sacred and can be changed to meet the desires and interests of the Seattle School District. Adjustments in composition may also be made on the basis of legislative preference. If considerable delegation of authority is eventually

granted to a separate EVA policy board, consideration might be given to the election of certain EVA members at large from the demonstration area. Such elected representatives to the EVA board could serve either in addition to or in place of the appointees from the various school area councils. Time limitations would, of course, eliminate this possibility during the initial year of a voucher demonstration.

Functions of the EVA

Under the most desirable arrangement where the EVA policy board is the School Board itself or a separate body with legislated authority, the EVA will establish and enforce general policies for schools and will perform administrative duties related to a voucher demonstration. The administration of the voucher demonstration will be delegated by the policy board to a chief administrative officer. Since the initial selection and appointment of an EVA policy board itself will take time, the BSSR suggests that an interim administrator be appointed immediately following a decision by the Seattle School Board to proceed with implementation of a voucher demonstration. In subsequent years, it would be the duty of the EVA policy board to appoint its own chief administrator and to approve appointments to the EVA administrative staff. As a means of preventing the development of a large bureaucracy during the voucher demonstration period, the BSSR further suggests that consideration be given to contracting with outside groups for certain of the administrative functions (e.g., information collection, admissions procedures, etc.). The Seattle School District, with its considerable counseling and data processing capabilities, could contract with the EVA to perform certain of these critical services involved in the voucher demonstration.

With respect to the division of responsibility of the EVA policy board members and its administration, the BSSR suggests the division of functions as listed in Chart VI-1. While it would be presumptuous at this time to suggest detailed policy statements for each of the areas listed in Chart VI-1, it may be helpful to suggest certain general directions for policy formation. Such suggestions should be particularly helpful to an EVA board during beginning phases of implementation.

General Direction of EVA Policy Formation

The EVA board in a demonstration project will be faced with many critical decisions during the initial year of implementation. The board will undoubtedly bring its own interests, expertise, and concern to bear on these decisions. While no outside group can provide definite recommendations on policy questions, the following should be considered in charting direction during the early months of implementation:

1. A comprehensive and accurate information program on existing schools is a first priority and should be initiated immediately following a decision to proceed with implementation. While the information program is a continuing responsibility of the EVA, it is extremely important that accurate information be accumulated on all participating voucher schools prior to the actual process of school selection by parents.

CHART VI-1

BOARD AND ADMINISTRATIVE FUNCTIONS OF THE EVA

Functions of EVA Policy Board	Functions of EVA Administrator
Select an EVA administrator and delegate to him the administrative power and authority required to operate the voucher demonstration project.	Perform the necessary duties of chief administrative officer for the EVA. Administer the policies as approved by the policy board and oversee coordination with the total Seattle School District.
Formulate and adopt policies for the governing of the demonstration.	Hire a staff to coordinate and administer the policies of the EVA through appropriate administrative regulations. Inform the EVA policy board of appeals to any of its policy statements.
Establish criteria for the participation of schools in the education voucher project and certify participating voucher schools.	Administer the process of approving voucher schools for participation and enforce the regulations as established by the EVA policy board.
Establish uniform standards for application and admission, transfer, suspension, and expulsion of voucher students.	Administer procedures for application, admission, transfer, suspension, and expulsion within voucher schools.
Establish minimum standards for all phases of operation in the voucher schools. The regulations set by state codes will be used as a base; however, changes in these codes should be requested when such codes are in conflict with the voucher idea.	Administer standards as set by the EVA and identify changes in state regulations as needed to carry out the voucher concept.
Establish criteria for determining the eligibility of students for basic and compensatory vouchers and certify that eligibility.	Administer EVA criteria for determining the eligibility of students for basic and compensatory vouchers.
Be responsible for all federal, state, and local education funds to be used during the demonstration.	Administer all federal, state, and local education funds for the EVA.
Establish a uniform system of accounting and record keeping for the voucher project and for participating schools.	Administer a system of accounting and record keeping as established by the EVA and advise and assist individual schools in meeting the audit requirements of the demonstration.
Establish procedures for awarding contracts to private and/or public organizations.	Administer contracts for services delivered by private and public organizations. Such services might include transportation, planning, inservice training, and evaluation.
Establish definite policies regarding grants and loans for new schools, and when money is available, approve requests which meet all conditions established by the voucher project.	Review requests for grants and loans and recommend action to the EVA policy board.

This information program will be necessary not only to inform parents of the various programs available but also to provide a check on false advertising and to insure compliance with state regulations and basic rules as established by the EVA. Such information should include the following:

- School organization (sponsorship, grades, length of school day, etc.)
- Physical facilities (age and condition of building, types of facilities available, etc.)
- Educational objectives (school philosophy, purposes, etc.)
- Curriculum offerings (subjects and areas of specialization)
- Organization of the learning situation (standardized/individualized, structured/unstructured, emphasis on promotion/homework/testing, etc.)

2. Information regarding the participation of new schools should be made available as soon as possible after a decision to proceed with the voucher demonstration. This information should explain how to start new schools, the availability of funds, the necessary qualifications, etc. A specified amount of money to cover start-up costs of such schools should be made available. Since the OEO will be the main funding source for grants and loans for new schools, the EVA policy board will want to negotiate appropriate arrangements with the OEO at the earliest possible date.

3. Since the development of alternative methods of teaching and instruction is a major aim of the voucher demonstration, the EVA policy board should begin immediate investigation of procedures for satisfying state requirements for accreditation. In the interest of encouraging diversity of educational offerings, it may be advisable at some point to petition the State Department of Public Instruction for the broadest possible interpretation of requirements or the waiver of certain requirements which tend to impede the development of worthy alternatives in education. As a case in point, it may be that participation of certain Montessori schools would depend on waiving the standard teacher certification requirement. Montessori schools have traditionally maintained their own certification procedures and will probably want to continue that practice.

4. Since parental choice of schools is the key element of accountability in the voucher demonstration, the EVA policy board must be careful not to assume rigid and direct control over school curriculum and program. The role of the policy board is clearly one of assuring adequate information on all participating voucher schools and not one of controlling curriculum development or teaching methods. Making schools accountable to parent choice can only be accomplished in a system where individual schools have a maximum of local autonomy in decision making.

5. Consistent with this emphasis on local autonomy, principals or other educational leaders charged with the operation of specific voucher schools should be granted a maximum of control in matters

such as hiring, selection of materials, educational programs, and allocation of educational resources. Autonomy at the building level is extremely critical in responding to the educational concerns and interests of parents.

6. The responsibility for developing and carrying out an effective personnel program within the voucher schools should be left to each of the separate schools or school systems involved in the voucher demonstration. Each of these separate schools or school systems should carry on its own basic program of employee compensation for basic salary and fringe benefits. Each should also conduct its own program of personnel recruitment and selection. To attempt centralization of these critical personnel functions would reduce the flexibility at the local school level and thereby restrict the school's ability to adjust to the parent and student desires.

7. During the voucher demonstration, both teachers and principals should be given the option of selecting the school or schools most suited to their own educational philosophy and style. All school systems involved in the voucher demonstration - public, private, and parochial - should consider the possibility of transfer both within the individual systems (into and out of the demonstration area) and between systems (from public to private, public to parochial, etc.). Such transfer should not involve a loss of tenure and some provision should be made to place teachers back into their original positions at the conclusion of the voucher demonstration.

8. The EVA counseling services should be decentralized, with various counseling agencies set up in residential areas throughout the demonstration area. Counseling of parents regarding school choices is clearly one of the most important functions of the EVA. To be effective, such counseling must be conducted by persons accepted by parents living in various sections of the demonstration area. To assure such acceptance, counselors should reflect the ethnic, cultural, and socio-economic interests of parents throughout the demonstration area; and, if possible, should be selected from trained parents in the area who are interested in and knowledgeable about the schools and who are sensitive to the needs of majority and minority individuals and groups. Counselors might be recommended to the EVA administration by local community groups and all counselors should receive special training relative to the purpose and function of the voucher system.

9. As a means of assuring reliable information regarding schools and their programs, the EVA must build in controls against false advertising. This will require that independent EVA data collection be measured against claims made in school publications. Some effort must be made on the local level to establish advertising standards and to limit advertising budgets. Any school found guilty of false advertising should be given the chance to retract such information or following non-compliance, be subject to exclusion from the voucher demonstration.

Criteria for Participation of Voucher Schools

Perhaps no responsibility of the EVA policy board is more critical to the operation of the voucher plan than the approval of participating voucher schools. In the previous section, caution was raised that the EVA policy board not become a dominant controlling force in the development of curricula throughout the demonstration area. After all, if the EVA policy board were to dictate curriculum and teaching procedures, it would end up with the same type of control system which exists in the public schools at the present time. Under such circumstances, there would seem to be very little point in trying a voucher demonstration.

At the other extreme, an EVA policy board that permits any group to start a school may not only be remiss in its obligation to enforce state education standards but could also encourage the development of a confused educational system. Since local and state tax monies are still being used to support at least part of the educational expenses within the voucher demonstration area, the interests of the general population (and not just those of parents choosing a particular school) must be protected. As a beginning point in providing this protection within the voucher demonstration area, the BSSR suggests that the EVA policy board require all participating voucher schools to satisfy the following conditions:

- The school's stated philosophy does not violate basic criteria established by the state, the EVA and the OEO; for example, the school does not advocate the violent overthrow of the United States or Washington State governments; it does not teach or maintain attitudes leading to prejudice or discrimination on the basis of race, creed, religion, socio-economic status, national origin, or other ethnic characteristics;
- The school does not charge a voucher student more for tuition than the worth of the student's voucher;
- The school agrees to provide to the EVA information about its facilities, teachers, program philosophy, and students; and upon examination, this information is found to be correct;
- The school maintains accounts of money received and disbursed for auditing purposes;
- The school meets the minimum state requirements for accreditation and such other legal requirements established for a voucher demonstration.

With respect to these minimum state requirements, each participating voucher school must, in addition to the above, satisfy the following conditions as identified in House Bill #335:

- Schools must meet uniform building codes and fire regulations;
- Schools must comply with RCW 28.A.01.010, 28.A.01.025, and Chapter 28A.27RCW (these regulations specify the length of school day, school year, and mandatory attendance);
- Schools must keep required attendance records, achievement data and physical health information, all such records to be stored in fire resistant storage or duplicates of the same kept in a separate and distinct area;

- Members of the staff must have required and valid health certificates;
- Classroom teachers shall hold appropriate Washington state certification except as follows:
    a. Teachers for religious courses or courses for which no counterpart exists in public schools.
    b. In exceptional cases people of unusual competence but without certification may teach students in certain subject areas so long as a certified person exercises general supervision.
- The curriculum shall include instruction in the basic skills of occupational education, science, mathematics, language, social studies, history, health, reading, writing, spelling and the development of appreciation of art and music, all in sufficient units for meeting state board of education graduation requirements.

It is recommended that the EVA policy board direct considerable attention to the various requirements as listed above and review these requirements, assessing the extent to which they provide a reasonable regulatory framework for the voucher demonstration. Whether the EVA policy board is purely advisory or has some degree of independent authority, it is important that the Seattle School Board and the EVA (assuming they are separate bodies) work together in reviewing requirements and suggesting appropriate changes or necessary waivers for the voucher demonstration.

CHAPTER VII: VOUCHER SCHOOLS AND ADMISSIONS PROCEDURES

Map IV-1 of Chapter IV identifies the twenty-six schools which would be eligible for participation in a voucher demonstration should Seattle choose to proceed with the model as proposed in this report. In Chapter VI, the conditions to be satisfied by participating schools were identified. We must now consider more specifically the probability that these various schools will participate in a voucher plan and the way in which the application and admissions systems might function. Some projection of probable student mobility patterns has also been included.

Participating Voucher Schools

The public, parochial, and private schools which have indicated an interest in participating in the voucher demonstration (in the area as outlined in Map IV-1, Chapter IV) are listed below:

Public Voucher Schools (20)

Alt. Elementary	Dearborn Park	High Point	Rainier View
Arbor Heights	Dunlap	Highland Park	Roxhill
Beacon Hill	Emerson	Hughes	Sanislo
Concord	Fairmount Park	Kimball	Van Asselt
Cooper	Fauntleroy	Maple	Wing Luke

Parochial Voucher Schools (5)

Holy Family (no kindergarten)
Our Lady of Guadalupe (no kindergarten)
St. Edward's (no kindergarten)
St. George's (no kindergarten)
St. Paul's (no kindergarten)

Private Voucher School (1)

Little Folk Montessori (kindergarten and first grade only)

The above schools serve the entire range of grade levels, K-6, unless otherwise noted. The list with only few exceptions includes all public, parochial, and private schools operating within the hypothetical demonstration area. It is possible that some non-public schools presently operating within this site will choose not to participate, since certain of the conditions for participation as listed in Chapter VI are unacceptable. As an example, Seattle Hebrew Academy has asked to be excluded on the basis that it prefers to accept only students of the Jewish faith. Such a preference for any particular religion would obviously violate the condition of participation which prevents discrimination on the basis of race, religion, sex, or family income. Obviously, any particular parochial or private school within the demonstration area has the option to participate and, by not doing so, simply gives up the voucher money and continues to charge tuition for the cost of education. Public voucher schools would not have this same option of participation as exists for the parochial and private schools.

As the demonstration proceeds to the implementation stage, there will undoubtedly be other schools interested in participation and the EVA policy board will be expected to approve each application.

A school should be able to participate in the demonstration as long as it meets EVA criteria (see Chapter VI) and as long as it draws more than 50 percent of its students from within the demonstration area at the beginning of the test. The rationale behind this latter condition is two-fold:

1. The voucher plan seeks to test competition through parental choice of schools. If voucher schools operate to any significant extent on a neighborhood (or other assured) assignment pattern, they obviously have an unfair competitive advantage over those schools serving only voucher students. This competitive advantage would be particularly pronounced for those schools outside the demonstration area which might desire to take a limited number of voucher students. This would simply remove educational dollars from the demonstration area without any chance of competition from voucher schools within the target area, thereby leading to an unfair competitive situation.

2. If a school is to develop programs and an overall philosophy in response to the needs of students within a demonstration area, it will be necessary to draw at least half of that school's enrollment from that demonstration area. A school with only a few voucher students would not necessarily feel compelled to offer programs for just those few; if a majority of students (and their parents) has the "bargaining power" of the voucher, the schools will be more inclined to develop programs to meet their needs.

Schools not meeting this condition that wish to participate in a voucher demonstration should appeal to the EVA. However, care should be exercised by the EVA in reviewing such appeals to ensure that competition between voucher schools is protected.

Non-profit groups interested in starting a new voucher school and non-profit groups (including existing public schools) interested in expanding enrollment and facilities may apply to the EVA for grants to cover certain start-up costs. Loans will also be made available to non-profit groups for capital outlay requirements; and, for new schools only, loan advances on operating costs, as well as grants, can be obtained through the EVA. All monies for grants and loans will be supplied by the OEO and administered by the EVA. While profit-making organizations would not be eligible for grants and loans involved in starting new schools, the BSSR recommends that such organizations be permitted to participate in the voucher demonstration. To decide otherwise might unnecessarily restrict the development of alternative educational programs within the demonstration project. Profit groups would be subject to the same audit procedures as the non-profit schools, thereby assuring parents a complete knowledge of the profits realized through the school in question. These audit requirements along with the controls against false advertising as outlined in the previous chapter should minimize any dangers of abuse by firms interested only in profit.

Application Procedures and the Basic Admissions System

After receiving information on the participating schools, parents will have the option of immediately listing their various school choices or visiting one of the EVA counseling centers to receive more detailed information on the particular schools of interest. Parents will also be encouraged to visit schools prior to expressing choices.

After studying a number of formats for recording school choices, the BSSR suggests that the three-preference format is most desirable. Under this system, each parent will be permitted to list in rank order the top three school choices for each participating student. In actuality, the parent will fill out a card for each child with the following information:

Name
Birthdate of Child
Grade Level
Income Category
Race
School Choices (expressed in order of preference)

In the spring of each year, the EVA will ask all parents to provide this information for all students desiring to participate in the voucher demonstration the following school year. After tallying the first, second and third choice requests, the EVA will ask individual voucher schools to review the admission requests and establish school capacity figures for the ensuing year. School capacity should, if possible, be stated as a range (for example, 50-70 students in Grade 2, 60-80 students in Grade 3, etc.) rather than as a fixed number. Such a procedure increases the flexibility of dealing with cases of over- and under-application. It would also increase chances of satisfying parental choices and generally would provide greater flexibility within the assignment system.

Having established the ranking of school choices for each student and the capacities by grade level for each of the participating voucher schools, the students must next be assigned to the various schools by a system which is easily understood by parents and equitable to students living within the demonstration area. The following procedures are suggested by the BSSR as representing a reasonable procedure for the assignment of students:

1. Any student already enrolled in a voucher school should be assured continuation in that school throughout the voucher demonstration or until completing the highest grade level served by the school in question.

2. Children entering school in the demonstration area for the first time who have older siblings (in a particular voucher school) will be given first priority if that same school is ranked as a first choice on the admissions form. Children entering school who have siblings in more than one voucher school may, under this provision, be given first priority in any one of the voucher schools involved.

3. Following this protection for continuing students and siblings, the school's vacant seats will be open to all applicants on an equal basis.

4. Should the number of applicants exceed the number of available seats, all vacancies will be filled on a lottery basis.

These statements of policy form the basis of the admissions model as proposed by the BSSR. These procedures apply only to the application procedure occurring in the spring of each year. Students moving into the demonstration area after the initial application and assignment have been completed will be handled separately from the basic admissions model and in accordance with guidelines presented in the next section of this chapter.

In addition to this exception for late applicants, two specific revisions in the model as presented above will likely be required. The first relates to those schools containing a minority group enrollment of more than 40 percent. Since the voucher demonstration, and therefore the admissions policy, should respect the State Human Rights Commission guideline that no school should exceed more than 40 percent minority enrollment, schools with minority enrollment exceeding that figure will be required to decide which students would continue by some type of lottery system. Since only two schools within the suggested demonstration site of Map IV-1 exceed the 40 percent minority enrollment, the particular problem is not considered a significant barrier to the school assignment procedure. As a matter of policy, however, this limitation to the lottery selection process should be stated clearly as it represents a recognition that current desegregation efforts are of higher priority than the totally free operation of school choice within a voucher demonstration.

A second revision or exception to the admissions model as listed above relates to new voucher schools in their first year of operation. Since such schools may desire to give priority in admissions to those families most closely involved in establishing direction for the new school, the BSSR recommends that such schools during their first year be permitted to select up to 50 percent of their first year enrollment on any basis other than race, religion, sex and income.

Student Assignment and Lottery Procedures

The basic admissions model as outlined in the previous section calls for a 100 percent lottery assignment system in over-applied schools following the protection for continuation and siblings. Several persons have suggested that, rather than a 100 percent lottery assignment, schools should be permitted to choose some percentage of students (up to 50 percent) prior to application of lottery procedures. While the BSSR recognizes that such a system has certain advantages (particularly as it relates to assuring admissions to certain families whose aims and learning style preferences coincide with those of specific schools) the 100 percent lottery has been recommended for the following reasons:

1. Any procedure which permits schools to select certain numbers of students is subject to misunderstanding by the general population.

Whether it is true or not, schools involved in selecting students would undoubtedly be accused of invidious discrimination in the admissions process.

2. Recognizing that such accusations of discrimination are inevitable, very few school personnel desire to be placed in the position of selecting individual families or students. Even the parochial school personnel who may have a very natural interest in protecting seats for church parish families are not particularly anxious to take responsibility for such selection under a voucher system.

3. Even with the 100 percent lottery, a sound information program within the voucher demonstration can assist schools in attracting applicants whose views are compatible with the aims and learning approaches of the various schools. Since most students eventually assigned to a particular school will be selected from the applicant pool, some degree of identity for each of the various schools can likely be obtained.

The 100 percent lottery system as suggested above will apply only in those cases where the number of applicants to a particular school and grade level exceeds the number of seats.* A number of alternative lottery systems are available; and the EVA, early in the implementation period, will want to select that lottery system which maximizes fairness and equal opportunity for all students in the demonstration area. One possible lottery system calls for selecting all first choices first, then second choices, then finally third choices. The computer, after assuring assignment of all students covered by the continuation and sibling protection clauses, would compare the number of first choices given each grade in each school to the number of places remaining in the respective grades. If the number of applicants were less than the number of spaces available, every student would of course be admitted. If the number of applicants exceeded the number of spaces available, the computer would calculate the proportion of first choice applicants that could be admitted and then randomly select (perhaps on the basis of birth dates using the same priority as used in the draft) the appropriate number of students for each class from among those who listed it as their first choice. The name of every student who is admitted to his first choice school would then be dropped from the lottery pools of all schools that the parents ranked lower.

After the first choice selection process, some schools will probably be filled, but many will have seats remaining. The computer would then repeat the same process, looking at the second choices of all students who had not been admitted to their first choice school. If the number of second choices given a particular grade and school exceeded the number of remaining places, a random allocation could again be made. The same procedure would be used on third choices.

In a demonstration involving a large number of applicants to a small number of very popular schools, some students may not be accommodated by the above procedure and may have to be assigned to a school. Such assignment could be made randomly or could involve an additional inventory of parent choice.

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*It should be noted that where the number of seats demanded exceeds the number of seats offered, the school could expand to meet the demand; such expansion would then eliminate the need for a lottery.

After completing the initial lottery assignment process, parents would commit themselves to the school to which they will be sending their children, perhaps by means of a signed confirmation card. At this time, schools will provide to the EVA information regarding the number of available seats remaining. Such information will be helpful in the assignment of late applicants and transfer students. Since in recent years the number of students leaving most Seattle elementary schools exceeds the number of students entering those same schools the following year, it would seem unnecessary actually to reserve seats in the various voucher schools for late applicants. On the other hand, some equitable procedure needs to be developed to assure that late applicants (particularly those applying after the initial lottery assignment procedure in the spring and before the opening of school in early September) would not receive preferential treatment in the selection process. In short, parents should not be able to increase the probability of acceptance at their first choice school by delaying submission of their application or admission form.

One suggested method for handling late applications would involve conducting follow-up lottery drawings in early June and late August. Prior to these two lottery drawings, new residents of the demonstration area would register their first, second, and third choices with the EVA. In addition, parents who had not received their first choice in the initial lottery might be permitted to sign a waiting list for the school in question. The vacant seats available in each voucher school at the time of the mid-June and late August lottery selection would then be filled from the first, second and third choices of new residents and the names from appropriate waiting lists. Such a method would make sure that those persons choosing to remain on the waiting lists and new residents have an equal chance of being selected. Waiting lists should be closed on completion of the late August lottery selection and student assignments existing at that time will form the basis for school assignment in the ensuing year.

As a means of providing reasonable stability in school enrollment throughout the demonstration area, mid-year transfers should generally be discouraged. There will be cases in which the student and school are so poorly matched that a transfer may be necessary for mutual benefit. These cases should be carefully reviewed by the EVA when they arise, and should be made on a space available basis. The EVA policy board must establish certain basic regulations covering the transfer, suspension, and expulsion of voucher students. In all cases of transfer, the voucher value should be prorated for transferring students so that each school will receive a percentage of funds equivalent to the percentage of total time spent by the student in each school.

Up to this point, we have outlined application and assignment procedures for all students excepting those who move into the demonstration area after the beginning of the school year. The following steps would be used in assigning such students:

1. School vacancy lists will be updated on a day-to-day basis. Hence, at any time the EVA would have an accurate listing of available seats throughout the demonstration area.

2. Families new to the demonstration area would visit the EVA office, learn about the voucher demonstration and voucher schools, and make one or more school selection choices.

3. A specific check would be made to ensure that mid-year applicants are indeed new residents of the demonstration area (the EVA will have a complete list of all students who attend schools in the demonstration area the preceeding year; kindergarten applicants may be asked to furnish written proof of recently moving into the area).

4. A family of applicants new to the area would be treated as a single unit in order to assure that all students from the family are permitted to attend the same school.

5. The applicant would be admitted to the school of his choice, provided vacancies exist. If at a particular time several students new to the area apply for a limited number of voucher seats in a particular school, lottery procedures could be used as a basis of the selection process.

6. A new resident of the demonstration area assigned according to these procedures would be assured protection under the continuity clause for subsequent years of the demonstration. Any mid-year applicant who cannot supply evidence of being a new resident in the demonstration area would not be guaranteed protection under the continuity clause for the year immediately following his mid-year admission, but would enter the lottery pool in the spring as a new applicant. Such a procedure should discourage movement in the middle of the school year, thereby encouraging stability in enrollment patterns.

The admissions model and the procedures suggested here for school assignment are extremely complex. Changes will undoubtedly be required as time progresses; the lottery system has yet to be tried in an actual or potential demonstration area. Recognizing the complexity of the proposed admissions system, the BSSR strongly suggests that all components of the system be carefully communicated to the parents involved. It would also be desirable to test various lottery selection procedures using data collected by the BSSR in a recent school choice survey. Severe problems of under- and over-application at selected schools could seriously limit parent satisfaction with the admissions process and, for that matter, the voucher demonstration itself. Application of racial quotas to the admissions system would obviously further complicate the admissions process and could also further frustrate parent satisfaction with the voucher plan. Certain preliminary information regarding probable parent choice patterns and their consequent effects upon admission procedures in a voucher demonstration are considered in the final section of this chapter.

Probable School Choice Patterns

In Chapter IV, it was suggested that sections of the Franklin High School attendance area be eliminated as part of the hypothetical demonstration area. This judgment was made primarily on the basis of potential difficulties in maintaining acceptable levels of racial integration with a voucher demonstration. While voucher proponents often argue that racial quotas can be used to maintain certain accepted levels of integration (see Chapter XII of this report for a

complete discussion of integration measures), it is also true that the avoidance of such quotas will tend to maximize satisfaction of parent desires regarding school choice. Hence, selecting a demonstration area where the use of racial quotas can be minimized makes considerable sense and simplifies the overall admission procedures within the voucher demonstration.

The justification for eliminating much of the Franklin area from a voucher demonstration is two-fold. First of all, the Franklin area already has four elementary schools with a total minority enrollment equal to or exceeding 50 percent and this percentage of minority enrollment appears to be increasing rapidly. (See Chapter IX for a detailed population analysis.) Moreover, a recent survey of parental choices shows that choice will not improve the racial balance. In Table VII-1, we compare the ethnic composition of several Franklin area elementary schools with the estimated composition of first choice and total choice applicant pools as reported in this recent school choice survey. (This survey was conducted in early January, 1972, and was an actual simulation of the voucher application process. Details of survey methodology and copies of the survey instrument are found in Appendix B.) Notice that three of the five schools included in Table VII-1 already have a single minority group enrollment in excess of the 40 percent limitation suggested by the State Human Rights Commission. In looking further at Table VII-1, we see in four of the five schools that the percentage of Blacks in the first choice applicant pool actually exceeds the percentage now enrolled. Since the same general percentage increase is projected for the "Others" (mostly Oriental), we conclude that a voucher plan is not likely to reverse the trend toward more segregated schools in the Franklin area.

Looking more generally at the pattern of parental choices as reflected in the recent school choice survey, we find that holding power is quite high in the public schools. We note in Table VII-2 that 83.7 percent (10,318 out of 12,326) of all public school students would remain in their present school if parents had a choice of any of the schools included on the survey map of Appendix B. Another 7.3 percent (905 out of 12,326) and 8.3 percent (1,018 out of 12,326) respectively would choose another public school or a parochial school. The general mobility levels reflected in this particular survey are somewhat less than those observed in the earlier and more general survey as described in Appendix A. This difference seems reasonable based on the fact that parents in the earlier survey were not limited to a particular list of schools and were not required to return the choice inventory directly to the school their child is now attending. The BSSR is of the opinion that the survey reported here (which listed specific schools) provides a much more realistic estimate of student mobility given a voucher demonstration.

TABLE VII-1

ETHNIC TRENDS IN SELECTED VOUCHER SCHOOLS*

School	Present Enrollment, K-6				First Choice Applicant Group				Total Choice Applicant Group			
	Number	Percent			Number	Percent			Number	Percent		
		White	Black	Other		White	Black	Other		White	Black	Other
Brighton	421	50.1	22.3	27.6	386	45.7	24.5	29.8	994	47.5	30.4	22.1
Columbia	369	39.0	48.1	12.9	281	36.3	51.1	12.6	831	35.0	40.7	24.3
Graham Hill	347	56.6	21.4	22.0	391	51.9	22.3	25.8	1169	53.1	20.1	26.8
Muir	757	30.4	55.3	14.3	580	26.9	58.0	15.1	924	28.9	48.5	22.6
Mt. Virgin	76	39.5	49.0	11.5	141	47.6	44.1	8.3	327	46.7	41.4	11.9

*Data used in this summary presentation were taken from Table B-2 of Appendix B and a sample of choices by ethnic group categories.

TABLE VII-2

GENERAL MOBILITY PATTERN AMONG VOUCHER SCHOOLS*

School Category	Total Students	Same School	Other Schools		
			Public	Parochial	Private
Public	12,326	10,318	905	1,018	85
Parochial	1,040	1,020	4	15	1
Total	13,366	11,338	909	1,033	86

*The summary results of this Table are based upon the total K-6 public and parochial school population of the Franklin, Cleveland, Rainier Beach, and Sealth attendance zones. First choice selections are the basis for all figures.

The immediate problem of substantial over- or under-application at specific voucher schools would appear to be minimal. In reviewing the first choice applicant pool by school (Table B-2, Appendix B), we find few schools in the Cleveland, Rainier Beach, and Sealth areas whose first choice applicant pool falls below 85 percent of the present school enrollment. It would appear that parochial schools may be required to expand to handle the increased number of requests but in most cases such expansion is within the realm of possibility. The strong interest expressed both in this survey and the previous one in parochial as opposed to private schools does raise some question regarding the extent of variation in school preferences existing within the general population. This concern relating to the somewhat limited range of school interests among parents in Seattle was discussed at length in Chapter V and must be considered in assessing the overall need for and desirability of a voucher plan.

Perhaps the reasons for parent school choice are almost as important as the actual pattern of choices. In Table VII-3, we see that a school's location close to home is by far the most important reason given for school preference. Other important reasons given for school choice include an interest in continuing attendance at one school throughout the elementary grades, the quality of teachers and programs, an interest in religious schooling, and an interest in stronger discipline. These reasons and the relative weighting for each are certainly consistent with the choice patterns as reflected in Table VII-2.

TABLE VII-3

MOST IMPORTANT REASONS FOR SCHOOL CHOICE*

Reason for School Choices	Priority Rate or Index
School Close to Home	.29
Child Already Attending	.17
Teachers are Good	.14
School Program is Good	.12
Desire Religious School	.08
Wanted Good Discipline	.06
General Reputation of School is Good	.06

*The choices as listed here are the seven deemed most important by the parents surveyed.

More detailed data on the school choice survey are presented in Appendix B of this report, and the reader interested in examining in detail the numbers and probable ethnic distribution of various applicant groups should review the appendix and the various computer runs available at the BSSR.

CHAPTER VIII: FINANCING THE VOUCHER DEMONSTRATION

Any proposed change in the field of education must be examined carefully in financial terms, particularly at a time when education dollars are quite severely limited. While the OEO has assured the Seattle School District they stand to gain financially from a voucher demonstration, a careful study of various financing arrangements is in order. Succeeding sections of this chapter outline key financing arrangements associated with a voucher demonstration and identify specific concerns which must be resolved in future negotiations between the OEO and the local school district.

Computing Values of Basic and Compensatory Vouchers

In Chapter V, the concepts of basic and compensatory (full and partial) vouchers were developed in detail. This section outlines how values of these voucher types might be computed in a Seattle demonstration. In computing these values, one must view the operating costs of the Seattle School District as consisting of three basic types of expenditures:

Direct Instructional Costs
(includes teachers' salaries, textbooks, equipment, etc.)

Divisible Ancillary Costs
(includes custodial service, reading specialist salaries, maintenance, etc.)

Non-divisible Overhead Costs
(includes superintendent's salary, service areas located in the regional or central offices, etc.)

Of these three types of costs, only the first two are appropriately considered as part of the basic voucher value. To include the non-divisible overhead costs would either require the school district to locate replacement funding for such items or would place public voucher schools at a definite disadvantage when compared to parochial and private schools. We therefore suggest that the basic voucher value as designed for a Seattle demonstration consist of two basic parts - the existing per pupil instructional cost (PPIC) and the existing per pupil ancillary cost (PPAC). In general, the PPIC represents the current direct instructional costs (including payments to teachers, secretaries, textbooks, and supplies) in the various school units and the PPAC is the cost of divisible ancillary costs in both the central and regional offices (including payments for custodial service, maintenance, payroll, and district supervision).

Based on the 1971-72 budget figures as summarized in Tables VIII-1 and VIII-2, we can compute the PPIC and PPAC amounts as follows:

PPIC (from Table VIII-1):

$$\text{PPIC} = \frac{\text{Total Elementary Instruction Cost}}{\text{Regular K-6 Enrollment (excluding special education)}}$$

$$= \frac{\$22,487,700}{37,122}$$

$$= \$605.78$$

TABLE VIII-1

INSTRUCTIONAL COSTS, 1971-72

Item	Cost
Elementary Instructional	$20,999,487
Elementary Sabbatical Leaves	92,714
Elementary Employee Benefits	1,070,136
Elementary Instrumental Program	325,363
Total Elementary Instruction	$22,487,700

TABLE VIII-2

DIVISIBLE ANCILLARY COSTS, 1971-72*

Item	Grade Level	Cost
Deputy Superintendent Office	K-12	$ 42,402
Business and Plant	K-12	1,103,397
Assistant Superintendent Offices	K-12	607,466
Cataloguing Materials	K-12	98,284
Health and Physical Education	K-12	57,905
Music	K-12	104,788
Safety	K-12	17,360
Swimming	K-12	32,400
Group Testing	K-12	64,643
Health Services	K-12	625,898
Pupil Services	K-12	787,155
Medical Supplies	K-12	11,461
Employee Benefits	K-12	93,960
Subtotal 1 (75,180 students)	K-12	$ 3,647,119
Custodial	K-6	2,938,768
Maintenance	K-6	1,177,466
Subtotal 2 (38,467 students)	K-6	$ 4,116,234

*Capital outlay costs within certain of the ancillary service departments have been omitted from this Table. It was felt that such costs must continue to be supported at the District level during a voucher demonstration. A final determination of proper classification of many of these budget items must be negotiated between OEO and the Seattle School District.

PPAC (from Table VIII-2):

$$\text{PPAC} = \frac{\text{Subtotal 1}}{\text{K-12 Enrollment}} + \frac{\text{Subtotal 2}}{\text{K-6 Enrollment}}$$

$$= \frac{\$3,647,119}{75,180} + \frac{\$4,116,234}{38,467}$$

$$= \$48.52 + \$107.01$$

$$= \$155.53$$

The total basic voucher value of $761.31 ($605.78 + $155.53) as computed represents the budgeted 1971-72 per pupil costs of elementary instruction for the Seattle School District. Since actual per pupil expenditures traditionally run about 92 percent of the budgeted per pupil amount, it is recommended that the voucher value should initially be set at only 92 percent of the projected or budgeted figure with an adjustment for the actual expenditure level later in the year. For purposes of discussion in this document, we will assume a basic voucher value of $750, fully realizing that the actual value must be computed specifically for the budget year in question and only after negotiation with the OEO as to the items to be included in the PPIC and PPAC categories.

Based on present guidelines of the OEO, the compensatory voucher can be worth up to one-third this basic voucher amount. The model as outlined here suggests that compensatory vouchers be attached to the basic vouchers of students who are economically disadvantaged. (The precise justification for using an economic rather than educational index for the compensatory voucher was explained in Chapter V of this report.) The model as suggested in this report divides the compensatory vouchers into two broad categories as follows:

Full Compensatory Voucher (1/3 of the basic voucher)	$250
Partial Compensatory Voucher (1/6 of the basic voucher)	$125

It is estimated that approximately 30 percent of the students residing in the proposed demonstration area would receive compensatory vouchers and that approximately equal numbers of the full and partial type compensatory vouchers would be issued. Obviously, a more precise estimate must await the selection of a definite target site and a more detailed analysis of income characteristics of that site. Data from a survey designed to obtain this income information are currently being analyzed.

Having shown the computation of basic and compensatory vouchers (based on the 1971-72 District budget), it is important at this point to discuss ways in which this computation might be affected by the local school levy and various federal funding programs. As a way of handling the potential for levy failure, it is suggested that the voucher value for Seattle be established during the initial year in accordance with procedures already outlined and that in subsequent years the voucher value be raised or lowered at the same rate as equivalent per pupil expenditures elsewhere in the Seattle School District. By implementing this suggestion, it can be assumed that operating expenditures in both public and non-public voucher schools would change equivalent amounts and both the Seattle School District and the OEO funding to the Education Voucher

Agency would reflect these yearly changes. If a special levy did fail or if the state funding pattern was changed significantly, all voucher schools would be affected to a similar degree and the cutback in educational spending in voucher schools would be approximately the same as that required in all other non-voucher public schools in the Seattle School District. Similarly, if the overall District experienced a 5 percent inflationary increase each year, this same percentage increase would be reflected in the value of all basic and compensatory vouchers.

Another financial concern requiring clarification at this point is the relation of the voucher plan to special funding sources like Title I; Urban, Rural, Racial, Disadvantaged (URRD); and Model Cities. These federal funds are directed to specific purposes and to a specific target population and it is therefore suggested that they be handled separately from the voucher financing (special funding sources have, for this reason, not been included in the calculation of the basic and compensatory voucher values). The BSSR recommends that these funds (or the services which they include) be allocated in the same way in which they are at present. Each voucher school will simply receive a share of the special funding and/or services in accordance with the number of attending students from the appropriate target population.

Seattle District Financing of the Voucher Plan

The Education Voucher Agency will distribute voucher funds to participating voucher schools according to the student enrollments attracted to each. In addition, the EVA will supply funds required for transportation, counseling, information collection and distribution, and admissions procedures. The schematic of Figure VIII-1 illustrates both the source and distribution of funds required for the voucher demonstration. Note that the primary funding to be supplied by the Seattle School District is the basic voucher for all students attending the public schools at the beginning of the demonstration.

This basic voucher value as previously computed for the 1971-72 school year would be valued at $750. While all public, parochial, and private schools will receive the full $750 per student (plus compensatory voucher values for the eligible students), the participating public voucher schools may be expected to return all or part of the $150 PPAC funds to the district and regional offices. This PPAC would be returned (or simply retained) at the district level in order to cover expenditures for custodial services, maintenance, payroll, and certain other ancillary services. The primary reasons for suggesting this transfer of public school voucher funds back to the central and regional offices are as follow:

1. If divisible ancillary costs within the public school sector were spent totally at the discretion of the building principal, it is highly unlikely that the district would have the capability of maintaining such services during the course of the voucher demonstration. Unless public voucher schools are required to return the $150 PPAC figure, the district will be forced to make considerable cutbacks in the size and scope of various supporting service departments. Such cutbacks will undoubtedly complicate the transition problems at the conclusion of a voucher demonstration. For this

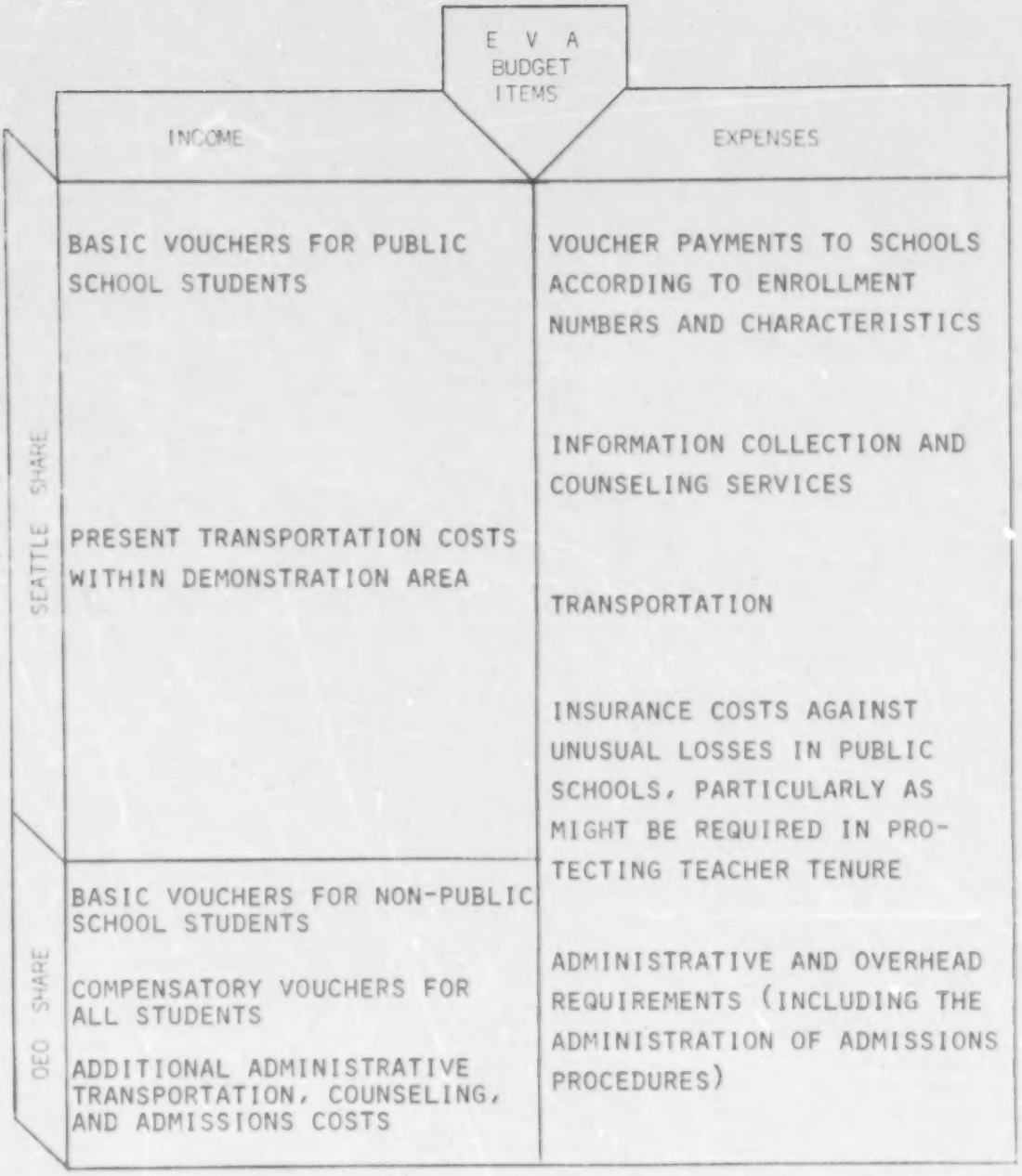
E V A
BUDGET
ITEMS
INCOME
EXPENSES
SEATTLE SHARE
OEO SHARE
BASIC VOUCHERS FOR PUBLIC SCHOOL STUDENTS
PRESENT TRANSPORTATION COSTS WITHIN DEMONSTRATION AREA
BASIC VOUCHERS FOR NON-PUBLIC SCHOOL STUDENTS
COMPENSATORY VOUCHERS FOR ALL STUDENTS
ADDITIONAL ADMINISTRATIVE TRANSPORTATION, COUNSELING, AND ADMISSIONS COSTS
VOUCHER PAYMENTS TO SCHOOLS ACCORDING TO ENROLLMENT NUMBERS AND CHARACTERISTICS
INFORMATION COLLECTION AND COUNSELING SERVICES
TRANSPORTATION
INSURANCE COSTS AGAINST UNUSUAL LOSSES IN PUBLIC SCHOOLS, PARTICULARLY AS MIGHT BE REQUIRED IN PROTECTING TEACHER TENURE
ADMINISTRATIVE AND OVERHEAD REQUIREMENTS (INCLUDING THE ADMINISTRATION OF ADMISSIONS PROCEDURES)

FIGURE VIII-1

MODEL FOR EVA FINANCING

reason, it is assumed that unless the OEO is willing to pick up costs of maintaining basic district and regional ancillary services, all voucher schools should be required to return the PPAC to the district.

2. Under the voucher plan, it is hoped that principals and other members of the school staff will have more flexibility in the expenditure of educational funds than is currently the case; however, it is also anticipated that this flexibility in spending is important primarily in connection with direct instructional costs. Since all voucher schools will require custodial service and maintenance, payroll, and other basic ancillary services, it is perhaps of lesser importance that school principals control the expenditure of these funds. Some even argue that control over ancillary services may simply take away from the time and attention given to the more important instructional costs of the schools.

One might argue that forcing the public schools to return $150 per pupil to the district and regional offices for ancillary services places them at a competitive disadvantage within the voucher system. To the extent that this is true, the Seattle School District may wish to negotiate with the OEO for a slightly higher basic voucher value in the public as opposed to parochial and private schools. Such an arrangement may be particularly important considering the fact that parochial and private schools are already able to maintain educational services at a slightly lower per pupil cost than exists within the public school sector.

This potential competitive disadvantage for public schools caused by returning the PPAC to the district and region may be offset somewhat by the exclusion of certain non-divisible overhead costs in the computation process. It should be remembered that only essential service functions have been included in the computation of ancillary costs and certain other indivisible district costs such as the superintendent's salary, school board expenditures, and public information department expenditures have been eliminated from this ancillary cost computation. This method of computation means that public voucher schools will continue to enjoy for no additional cost certain central services which must be purchased by parochial or private schools. It can therefore be argued that the competitive disadvantage to public schools resulting from not decentralizing control over ancillary costs will be in part offset by the continued provision of certain district-wide services provided to public voucher schools at no charge.

The discussion of financing up to this point has assumed a relatively fixed distribution of students between the public and non-public voucher schools. Since the percentage ratio of students within the demonstration area attending public and non-public voucher schools may vary over the five to seven year demonstration period, the following financial arrangements will have to be negotiated between the OEO and the Seattle School District prior to a demonstration project:

1. If a sizable number of students leave the public schools during a demonstration period, the OEO will probably not be willing to assume the basic voucher payments for these students. Had there

been no voucher demonstration, these students would have continued to be a public responsibility and it simply would not be reasonable for the OEO to assume this obligation along with its other contributions to the voucher demonstration. For this reason, it is suggested that public schools (both locally and at the state level) agree to continue to fund the same percentage of all basic vouchers as was represented in the public school share of the total enrollment just prior to the beginning of the experiment. This provision similarly protects the school district from assuming an additional financial burden should large numbers of students shift into the public voucher schools during the demonstration period.

This provision that the public schools continue to fund the same percentage of all students attending public schools just prior to the experiment will quite probably involve the transfer of both local and state tax monies into non-public voucher schools. Since these non-public schools, even under a voucher plan, will probably not be considered as part of the state's common school system, there is reason to believe that legislation will be required to permit such a transfer of public money. Without enabling legislation at the state level, any voucher system involving the transfer of funds as described here would probably be limited to the public schools only.

2. Another financial concern related to the potential for exodus from the public schools is the decision as to whether the full (or only PPIC) basic voucher amounts should be used for that percentage of students leaving the public schools during a demonstration period. Since the EVA will be required to furnish non-public voucher schools the full basic voucher amount (approximately $750) for all students in attendance at such schools, it is probably unfair for the Seattle Public Schools to pay (from state and local funds) only the lesser PPIC (approximately $600) for that group of students transferring into non-public schools after the demonstration period begins. A suggested starting point for negotiations on this matter would be to estimate the ratio of fixed to variable costs as reflected in the total PPAC as computed from Table VIII-2. Having arrived at a reasonable variable PPAC figure, that amount could then be added to the basic voucher payments made to the EVA for that portion of public school students which transfer into the non-public schools after the demonstration period begins. As an example, let us assume that during a particular year of the voucher demonstration, 20 percent of the students are attending non-public schools. We further assume that the percentage of non-public school attendance just prior to the beginning of the demonstration was only 15 percent. If it is agreed that 75 percent of the PPAC costs in Table VIII-2 are variable; i.e., they can be adjusted in direct proportion to the students enrolled in the public schools, we would then conclude that the public school should pay to the EVA the PPIC for only 80 percent of the students in the demonstration area and should pay to the EVA the PPIC amount plus 75 percent of the PPAC for an additional 5 percent. Note that the public school responsibility continues throughout to cover the 85 percent of the students in attendance at public schools just prior to the demonstration period.

As indicated in Figure VIII-1, the Seattle School District has two major financial obligations to the EVA - the basic voucher value for public school students already discussed and the present transportation expenditures within the demonstration area. At present, it seems reasonable to allocate approximately 5 percent of the District's one million dollar transportation budget to a demonstration area; however, a more precise estimate could be made after a definite demonstration area had been selected. Following this rationale as previously described, the local district might expect to pay the EVA approximately $50,000 for transportation services. Having examined the overall EVA funding with specific attention to local contributions, we now examine a sample demonstration program and the projected expenditures required for its operation.

Budget for a Sample Demonstration Project

For purposes of illustration, let us summarize the budget data associated with the demonstration area as proposed in Chapter IV of this report.* The key variables of concern in developing the sample budget are as follows:

Total Student Population (K-6) - 9,000

Public - 7,920 (88 percent)
Non-public - 1,080 (12 percent)

Students Receiving Compensatory Vouchers - 2,700 (30 percent)

Full Compensatory Voucher ($250) - 1,350
Partial Compensatory Voucher ($125) - 1,350

Basic Voucher Value

Total (PPIC + PPAC) - $750
PPIC only - $600

Before examining a specific budget, it should be noted that the figures as presented are, at this point, only estimates. Determination of precise amounts must await a specific negotiated agreement between the OEO and the Seattle School District. Of the total first year budgeted expenditure of $8,923,750 as presented in Table VIII-3, the Seattle School District would supply $5,990,000, with the OEO financing the remainder. This local District share includes the basic voucher of $750 per student in the public schools and an additional $50,000 for transportation. In the budget of Table VIII-3, it was assumed that the percentage of students in the public schools before and during the initial year of the demonstration period remained fixed at 88 percent.**

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*All previous BSSR financial reports have assumed a somewhat smaller demonstration area (approximately 6,000 students rather than the 9,000 used here). The 9,000 student figure more closely approximates the present enrollment of the demonstration area as outlined in Map IV-1, Chapter IV.

**This 88 percent figure is consistent with present enrollment patterns in the suggested demonstration site as outlined in Map IV-1, Chapter IV.

TABLE VIII-3

SAMPLE FIRST-YEAR BUDGET FOR THE EVA

Basic Voucher	$6,750,000
Public Students (7,920 x $750 = $5,940,000[a]) Non-Public Students (1,080 x $750 = $810,000)	
Compensatory Vouchers	506,250
Full (1,350 x $250 = $337,500) Partial (1,350 x $125 = $168,750)	
Transportation	337,500[b]
(Assuming one-half the 9,000 students require transportation at an average per student per year cost of $75)	
EVA Administrative Staff	95,000
(Including chief administrative officer, evaluation coordinator, counseling director, admissions coordinator, finance officer, and administrative assistant)	
Clerical Staff	40,000
Counseling Staff (60 counselors)	600,000
EVA Office Expenses	51,000
(Including supplies, telephones, rental, postage, etc.)	
Information Programs	118,000
(Including collection and dissemination of school information and community forums)	
Evaluation	85,000
Inservice Training and Staff Planning Support	300,000[c]
Contractual Services and Consultants	41,000
TOTAL	$8,923,750[d]

[a]Unless OEO is willing to buy up all or part of the PPAC from the district and regional offices, approximately $150 per student of this basic voucher amount will go back to the public schools to pay for custodial service, maintenance, etc.

[b]It is estimated that the local district and state will contribute only $50,000 (5 percent of the present Seattle District transportation budget) of this amount.

[c]This cost would be limited to the first year only and would be financed by OEO. The funds are sufficient to compensate all staff members for participating in a three week workshop planning session prior to the demonstration.

Table VIII-3

(cont'd)

[d]This operating budget does not include the start-up costs for new schools, the loan funds for capital expenses to voucher schools, or the contingency fund designed to protect against unexpected loss and to provide support for transferring back to the present educational format. The OEO will probably supply these funds through a separate system and one which they monitor rather closely.

While this budget as presented is on a yearly basis, it should additionally be emphasized that certain of the information, counseling, and admissions costs can likely be decreased in later years of the demonstration period, thereby slightly reducing the overall EVA budget for those later years.

Probable Financial Implications for Public Voucher Schools

In discussing voucher financing the question about possible financial loss in the public schools often arises. The OEO has agreed to protect the Seattle School District from any financial loss directly attributable to the voucher demonstration project and has actually assured some degree of additional public school financing chiefly in the form of compensatory vouchers, transportation, and counseling services. The amount of increased public school revenue does depend in large measure upon the number of students choosing to stay within the public schools and the proportion of those remaining who hold compensatory vouchers. Assuming an equal proportion of students with full and partial vouchers in both the public and non-public voucher schools, we can quite easily summarize the financial implications for the public school voucher schools as a whole; this has been done in Table VIII-4. We note that the surplus funds available in the public schools of the sample demonstration area of 9,000 students (7,920 in public schools) falls off sharply after a 15 percent enrollment decline. This decline is based largely upon the assumption that the public schools cannot cut overall budgets more than 15 percent per year. While the PPIC costs handled by individual voucher schools are generally variable in nature for slight reductions in enrollment, drops greater than 15 percent in a single year are difficult to accomplish due to anticipated difficulties in transferring and/or releasing teachers. Maintenance of the PPAC (and the services it provides) should present no financial loss since the OEO will hopefully agree to permit the District to retain that portion of PPAC which represents a fixed cost to the District.

In summary, the public voucher schools as a whole will clearly stand to gain financially in a voucher demonstration, particularly if the exodus from the public schools drops no more than 15-20 percent per year. Because of an OEO agreement to insure against an actual loss in funding level within the public voucher schools as a whole, the prospects for any significant loss in the public school funding level directly attributable to the voucher demonstration appear quite remote at this time. It is suggested, however, that the District and the OEO clarify this insurance against financial loss in writing prior to the actual demonstration; and, in addition to factors already discussed here, it would be advisable to consider in the formal agreement finally reached any potential costs involved in the mere opening and closing of school buildings.

Transition Problems at the Conclusion of the Demonstration

At the conclusion of the voucher demonstration period of five to seven years (or at some earlier time selected for termination), one is obviously faced with several options. The voucher could, of course, be continued in the demonstration area or possibly extended to other parts of the Seattle District. Since OEO funding would undoubtedly not be available for such continuation or extension, some other source or sources for funding would be required for either of these possibilities. It is possible (though not likely) that either federal,

TABLE VIII-4

PUBLIC SCHOOL REVENUES IN THE FIRST YEAR OF A VOUCHER DEMONSTRATION

Public School Enrollment (K-6)[a]	Public Tax Monies Contributed to EVA[b]	EVA Revenue to Public Schools[c]			Actual Financial Requirements of Public Schools[d]	Surplus (or loss) Under Voucher Demonstration[e]
		Basic Voucher	Compensatory Voucher	Total		
Prior to Demonstration 7,920	-0-	-0-	-0-	-0-	$5,940,000	-
During Initial Year 7,920 (no loss)	$5,940,000	$5,940,000	$445,500	$6,385,500	$5,940,000	$445,500
7,524 (5% loss)	5,940,000	5,643,000	423,225	6,066,225	5,718,000	348,255
7,128 (10% loss)	5,940,000	5,346,000	400,950	5,746,950	5,421,000	325,950
6,732 (15% loss)	5,940,000	5,049,000	378,675	5,427,675	5,124,000	303,675
6,336 (20% loss)	5,940,000	4,752,000	356,400	5,108,400	5,049,000[f]	59,400
5,940 (25% loss)	5,940,000	4,455,000	334,125	4,789,125	5,049,000[f]	(259,875)
5,544 (30% loss)	5,940,000	4,158,000	311,850	4,469,850	5,049,000[f]	(579,150)

[a] Assumes a demonstration area of 9,000 students with 88 percent public school attendance.

[b] This figure remains fixed based on the assumption of no change in total students from demonstration area. For purposes of illustration, no inflationary factor has been used in this Table.

[c] Basic voucher value for public school students is $750. Full and partial compensatory vouchers are figured at $250 and $125 respectively with 15 percent of the enrollees receiving vouchers of each type.

[d] The actual requirements should be simply the enrollment multiplied by $750, the PPIC at the beginning of the demonstration. In preparing this table, we add $75,000 to the computed amount. This addition should compensate for a probable lag in adjusting expenditure drop to enrollment loss.

[e] Total Revenue less Actual Financial Requirements.

[f] The total PPIC for public schools is assumed to be variable for the first 15 per cent drop. We assume that no more than a 15 percent drop in financial outlay can be made in a single year.

state, or foundation funding might be available for such a continuation. This not being the case, however, it would probably be necessary to consider one of the following transition steps:

1. Continuation of a voucher choice plan within the public schools only and without the compensatory voucher feature.

2. Conclude the voucher plan and return to a system similar to that existing at present.

The first of these alternatives - a voucher limited to the public schools and without the compensatory feature - is definitely a possibility should key aspects of the voucher plan seem highly desirable to local decision makers. This alternative would place no serious financial burden upon the public school system since all ancillary services have been maintained throughout the demonstration period. This statement is particularly true if the proportion of students in the public schools after transition to a public voucher program is less than or equal to the proportion in the public schools just prior to the voucher demonstration program. This condition appears likely at this point, particularly if numbers of parents exhibit a willingness to make the tuition payments necessary to continue at non-public voucher schools.

The reason continuation must be limited to a public voucher plan without the compensatory feature stems from the fact that OEO funds would no longer be available for either non-public students or compensatory vouchers. As seen in Figure VIII-1, these are the major sources of OEO financing. The only OEO financing which must be replaced in order to adopt this limited continuation option is some part of the amounts listed in Table VIII-3 for transportation, information programs, counseling, and administration. The total public monies required for this continuation option might therefore be estimated to be approximately $750,000. If features of the voucher plan prove during the demonstration to be beneficial to the overall school operation, it would seem at least possible that an amount of this magnitude could be obtained annually through local tax sources. If even more public funding can be maintained, some system involving compensatory vouchers could be continued. Should the voucher system without a compensatory feature be the only possibility for continuation, it is definitely suggested that lottery rather than school choice be the basis of the admissions system. This lottery emphasis makes discrimination against poor and disadvantaged students difficult, thus preserving an equitable system of school assignment.

If the voucher plan proves to be of only limited educational value and if the funds are simply not available for continuance on a limited basis as outlined, the District can always follow the second option - that of returning to the present system of educational organization. The option to terminate completely the voucher plan is easily within the financial means of the public school system, particularly if we make the assumption that the overall percentage of students in public schools within the demonstration area following the demonstration period does not exceed the level existing prior to the voucher demonstration. Such an assumption seems reasonable at this point.

The adjustment for public voucher schools as a whole under this termination option is minimized due to the fact that both the Seattle District and the state have maintained capability for handling all ancillary services and can therefore quickly adjust these services to pre-voucher demonstration period levels. The only additional public school costs involved in implementing this option would appear to be any carry-over administrative and transportation costs should the Seattle District decide to return to the present system in phases rather than in a single step. Such phasing costs will likely be minimal but some arrangement for sharing these costs with the OEO should be made prior to the demonstration. It is suggested that a contingency fund of $500,000 be established to handle the transition costs associated with this termination option.

Obviously, the non-public voucher schools stand to lose the most in terms of financing should either the limited voucher or termination options be selected. There is really no way to protect against this financial loss for private and parochial schools at the end of a demonstration period; however, it should be remembered that these schools are simply returning to the system of financing existing at the beginning of the voucher demonstration. The satisfaction of parents with education received in such schools may encourage some parents to stay even though payment of tuition is required. Other forms of general aid to non-public schools which may be instituted over the next few years could assist in easing this problem. Non-public voucher schools may want to set up special contingency funding to cover certain of their closing costs, particularly space rental and staffing costs which must be phased out over time. The OEO should assist in financing these unavoidable phase-out costs and some definite plan for this assistance should be negotiated at the time of approval as a participating voucher school.

Evaluation

Basic to a voucher demonstration will be an ongoing evaluation effort to assess the relative success of the experiment. The OEO has already proposed several evaluation schemes for such a purpose. Early in the implementation phase, the Seattle School District should review the OEO plans for evaluating the voucher demonstration; and, where OEO planning is not sufficient to cover local interests, a revision (or addendum) to these plans should be made.

In the BSSR Phase I report on vouchers, it was recommended that task forces of community and educational leaders be commissioned to develop detailed plans for the evaluation of the voucher demonstration. Subsequent to that recommendation, the OEO issued two RFP's (requests for proposals), numbered PRE 72-08 and PRE 72-09. The first of these was designed to solicit proposals for the "Analysis and Survey for OEO Evaluation of Elementary Education Voucher Demonstration;" and the latter for "Data Management Services for the OEO Evaluation." The OEO specified that the Analysis and Survey proposal must be designed to perform the following functions:

- Document the political and educational history and the consequences of the voucher demonstration.
- Evaluate the progress of the voucher demonstration program in reaching its specific objectives.
- Identify and assess other effects of the voucher plan, both positive and negative.

As a result of the response to the RFP's, the OEO is funding three proposals or planning grants for $50,000 each. The three agencies involved (Stanford Research Institute, the Rand Corporation, and Mathematica) have agreed to develop detailed evaluative proposals. Although the ultimate evaluation plan as developed under this OEO effort will undoubtedly be adequate for the external evaluation of a demonstration, such an evaluation is summative in nature and is not designed for day-to-day modifications of the Seattle voucher demonstration program. Formative evaluation procedures are essential if the EVA is to monitor the day-to-day activities of the program toward the maintenance of the controls implicit in the regulated compensatory model.

Recognizing this need, the BSSR reaffirms its recommendations that the EVA and/or School Board appoint a coordinating council and appropriate task forces to assist with the local evaluation effort. An amount of $85,000 has been included for evaluation in the budget of Table VIII-3. The coordinating council as well as the task forces should be generally representative of the community in the demonstration area and should be expected to advise the EVA Evaluation Coodrinator on critical evaluation needs not being met by the OEO.

A first priority for the coordinating council will be the review of the OEO evaluation efforts and the identification of areas of concern not covered in the OEO planning. The EVA Evaluation Coordinator will work with the Council in suggesting ways of supplementing the OEO evaluation effort and will recommend subcontracting those elements of evaluation which fall beyond the time and capability of the EVA evaluation staff. A detailed plan for local evaluation should be a natural outgrowth of the implementation phase and should be accomplished prior to the beginning of a voucher demonstration project in Seattle.

PART THREE

PROBABLE IMPLICATIONS OF AND REACTIONS TO THE VOUCHER PLAN

Chapter IX: Seattle and Its Population Characterictics

Chapter X: Public Information and Attitudes Toward Vouchers

Chapter XI: Organizational Attitudes Toward a Voucher Demonstration

Chapter XII: Implementation Problems and Procedures

CHAPTER IX: SEATTLE AND ITS POPULATION CHARACTERISTICS*

*This chapter of the Voucher Study Phase II report was prepared by Mr. George Shepherd, demographic consultant to the Bureau of School Service and Research. Mr. Shepherd was formerly the population research analyst for the Seattle School District.

One dominant factor in the entire voucher study has been the clear direction set by the School Board and Administration regarding the goal of an integrated school system in Seattle. The School Board has consistently emphasized that the objective of integration was a consideration of higher priority than any possible demonstration of a voucher plan. This was complicated further by the OEO guideline requesting a significant number of disadvantaged students in the demonstration area. Consequently, the Bureau has emphasized that some area of the city would need to be identified that had a significant number of disadvantaged but in which few, if any, elementary schools would exceed the 40 percent guideline for any one minority group. It was recommended that under these conditions free choice be allowed to operate. Any area involved in mandatory assignment to achieve racial balance should be excluded from consideration due to the obvious conflict with freedom of choice.

The materials presented in this chapter are a summary of a more comprehensive study of demographic and school enrollment data which impinge most closely on planning for a voucher demonstration in a selected area over a five to seven year period. The basic question that needs to be answered following an analysis of this data is whether there is any such area of Seattle that could be allowed to operate within the parameters defined for the five to seven year period. It is possible that the boundaries of any demonstration area might need to be changed based on shifts in the demographic characteristics of the city.

Meaningful exploration of school enrollment data and trends necessitates careful examination of many inter-related areas of community characteristics. Birth and death rates (by age and ethnic group), movement of students to and from non-public schools, age and ethnic aspects of total population and student net in and out migration both to or from Seattle and intra-Seattle, are some of the factors of paramount importance. The overall effects of economic conditions on selective migration, birth rates, non-public school attendance, and retention in specific grades are also factors of distinct importance.

The population data presented herein are based on currently available U.S. Census data from 1970 and comparative 1960 census data. The presently available 1970 census data are primarily concerned with general population and housing characteristics. Socio-economic and income data, occupational categorization, educational levels completed, population mobility, and similar items will be summarized, analyzed, and reported as soon as they are available, hopefully in March, 1972. Certain of the housing data, such as monthly rentals and owner occupied home values, have probable socio-economic significance, as do certain of the population data, such as the relative percentages of children under eighteen living with both parents.

Birth rate data were obtained from the King County Health Department, Vital Statistics Division. School enrollment and ethnic data were obtained from the Seattle School District, Intermediate School District 110, and the Catholic Archdiocese. Pertinent demographic data were primarily obtained from U. S. Census

Bureau publications. The planners and researchers of the Puget Sound Governmental Conference, the King County Planning Department, the Urban Data Center of the University of Washington, and the Planning Department of the City of Seattle were most generous in sharing requested demographic data items. The assistance and counsel rendered by cognizant personnel of all these organizations is acknowledged and appreciated.

General Characteristics of Seattle

Seattle, a seaport city of 530,831 population in 1970, is situated in western Washington on the eastern edge of Puget Sound. Seattle is approximately 140 miles south of Vancouver, British Columbia, and 170 miles north of Portland, Oregon.

Seattle lies between and is parallel to, two perimeter bodies of water, Puget Sound and Lake Washington. The city has an elongated hour glass shape, being approximately 17 miles long north to south and two and one-half to seven miles in east-west width. Seattle has a total land area of 88.5 square miles of which 4.9 square miles are in unpopulated tide lands. There are 83.6 square miles in its 121 populated census tracts.

Figure IX-1 shows the general configuration of the city of Seattle and the numerical designations of its 121 census tracts. A four mile long east-west waterway connects Lake Washington and Puget Sound and divides the city into northern and southern portions. The Duwamish River and Waterway divides the southern area of Seattle along a north-south axis into a southeastern and southwestern area.

Geomorphologically, Seattle is a city of relatively steep hills and ridges. The topography has the typical elongated north-south drumlins characteristic of glacial action.

The waterways of Seattle, its narrow central waist, and its glacially oriented topography form natural transportation bottlenecks and barriers. The barriers are particularly noticeable in east-west transportation routes.

On April 1, 1970, the U.S. census showed Seattle with 100,482 children in the five to seventeen year old range. On October 1, 1970, the total K-12 enrollment in Seattle was 97,205 students. Of these, 84,669 (87.2 percent) were in public schools, 10,617 (10.9 percent) were in Catholic schools, and 1,919 (1.9 percent) were in private schools other than Catholic. There were 116 public schools, thirty-five Catholic schools and fifteen private schools in Seattle in 1970.

There are 121 census tracts in the city of Seattle. There are also populated portions of two census tracts just outside the southeast boundary of Seattle which are included in the Seattle School District, primarily because of terrain. The included area is 1.26 square miles and had 1,96[illegible] inhabitants in 1970 (0.37 percent of the Seattle School District population).

Incorporation of available demographic data for the included area did not change the demographic profile of the City of Seattle. Since much of the

FIGURE IX-1
CITY OF SEATTLE
1970 CENSUS TRACTS

Notes: City of Seattle Census Tracts are numbered 1 to 121.
The portions of tracts 263 and 264 above the dotted line are in the Seattle School District.

demographic and other data is currently detailed on a City of Seattle basis, City of Seattle demographic data were used for the Seattle School District.

There are three major administrative regions and twelve discrete high school attendance areas in the Seattle School District. The regional and high school attendance areas are portrayed on the schematic map of Figure IX-2. The regions and high school attendance areas are:

The Central Region (Garfield High School)
The North Region (Ballard, Hale, Ingraham, Lincoln, and Roosevelt High Schools)
The South Region (Cleveland, Franklin, Rainier Beach, Queen Anne, Sealth, and West Seattle High Schools)

There are very marked demographic profile and trend differences between the southeast (Cleveland, Franklin, and Rainier Beach High Schools) and southwest areas of the South Region.

In 1970, the Central Region accounted for 17 percent of the total Seattle population, the North Region for 43 percent, and the South Region for 40 percent.

Salient Population Characteristics of Seattle, Its Suburban Communities, and the State of Washington

Seattle is the largest city of the Pacific Northwest. Its 530,831 people comprise 15.6 percent of Washington's 1970 population of 3,409,169. It is much more urban in its characteristics than communities in the balance of the state. Seattle is the urban heart of King County, by far the most populous (1,156,633) of Washington's counties.

There are distinct demographic differences between Seattle, King County Suburbia (King County excluding Seattle), and Washington State. Table IX-1 compares the demographic profiles of Washington, King County Suburbia, and Seattle. Washington and King County (as a whole) have, except for ethnic concentrations, essentially similar demographic profiles. The concentration of ethnic groups (except Indians) in Seattle will be noted.

Suburbia has an appreciably higher proportion of Whites and a much higher ratio of other non-Whites to Blacks than Seattle. In comparison with Seattle, Suburbia has a much higher percentage of children, a distinctly higher population per household, and approximately one-third the percentage of senior citizens (those sixty-five and over). Seattle has a much higher ratio of non-White to White children and a distinctly higher percentage of divorced, separated, and widowed.

Seattle has a distinctly lower proportion of family type households, a higher percentage of renters, 45.8 percent to 26.7 percent for Suburbia, and a significantly higher median value of owner occupied housing, $19,600 to $23,400 for Suburbia.

In addition to marked differences in current demographic profiles between different areas, comparison of the 1970 census data with 1960 census data for the same area frequently reveals highly significant trends. The most significant

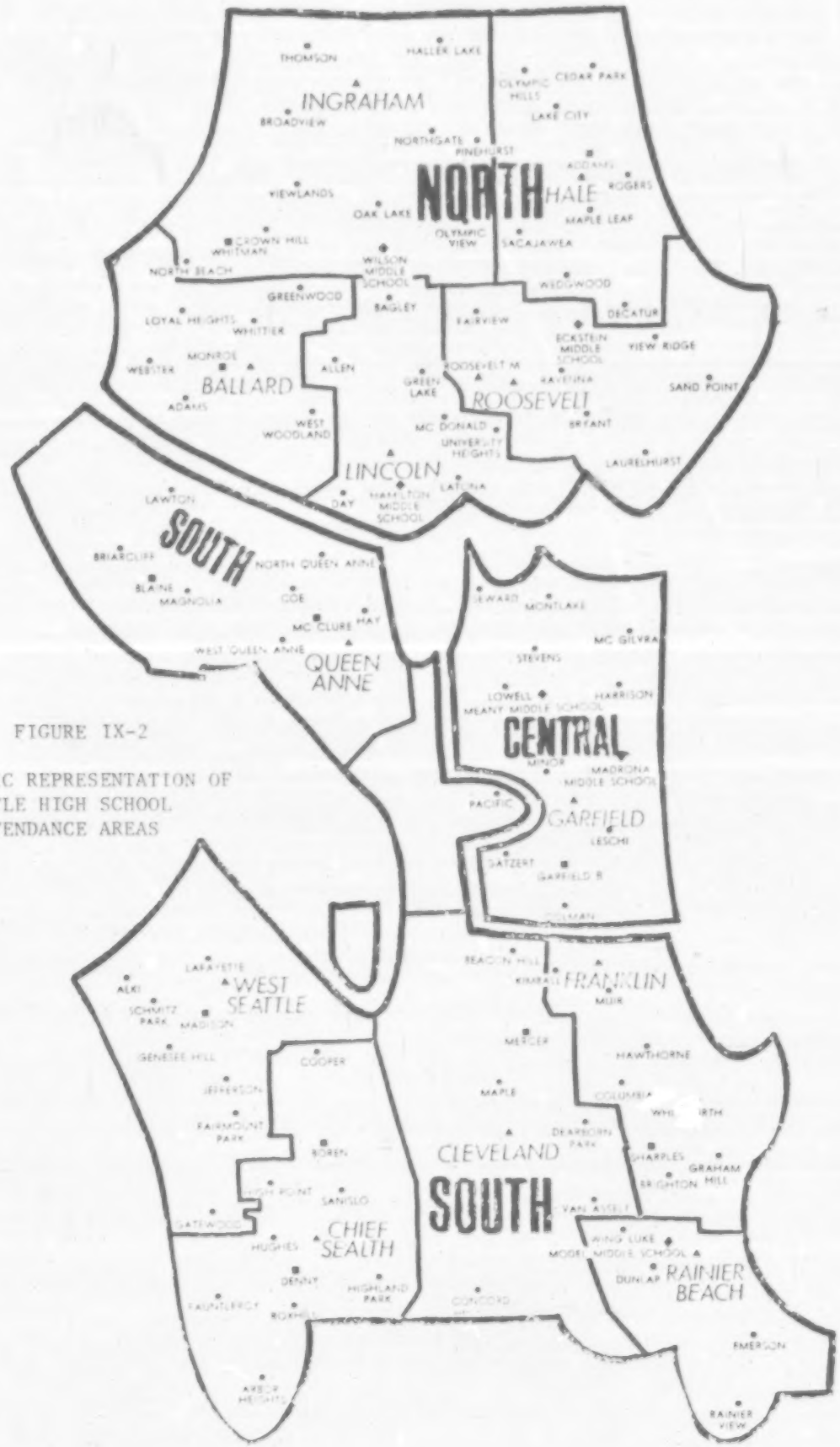

FIGURE IX-2

SCHEMATIC REPRESENTATION OF SEATTLE HIGH SCHOOL ATTENDANCE AREAS

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TABLE IX-1

COMPARATIVE 1970 DEMOGRAPHIC PROFILES OF WASHINGTON, SEATTLE AND KING COUNTY SUBURBIA

	Base of per cent	per cent of Base	State of Washington		City of Seattle		King County Suburbia	
			Number	per cent	Number	per cent	Number	per cent
Population								
Grand Total	T	T	3409169	100.0	530831	100.0	625802	100.0
By Ethnic Group								
White		T	3251055	95.4	463870	87.4	612346	97.9
Non-White		T	158114	4.6	66961	12.6	13456	2.1
Black		T	71308	2.1	37868	7.1	2729	0.4
Other Non-White		T	86806	2.5	29093	5.5	10727	1.7
Indian		T	33386	1.0	4123	0.8	3268	0.5
Japanese		T	20235	0.6	9986	1.9	3506	0.6
Chinese		T	9201	0.3	6261	1.2	1042	0.2
Filipino		T	11462	0.3	5830	1.1	1287	0.2
Other		T	12422	0.3	2893	0.5	1624	0.2
By Sex								
Male		T	1693747	49.7	276438	47.9	311034	49.7
Female		T	1715422	50.3	254393	52.1	314768	50.3
By Age Group								
Under 18 Years								
Total		T	1159774	34.0	135476	25.5	246438	39.4
Under 5 years		T	280442	8.2	34994	6.6	59849	9.6
5 to 17 years		T	879332	25.8	100482	18.9	186589	29.8
18 Years and Over								
Total		T	2249395	66.0	395355	74.5	379364	60.6
18 to 24 years		T	423824	12.4	79234	14.9	61492	9.8
25 to 44 years		T	805950	23.6	117970	22.2	175994	28.1
45 to 64 years		T	697560	20.5	128499	24.2	109823	17.5
65 years and over		T	322061	9.5	69652	13.1	32055	5.2
By Age and Ethnic Group								
White								
Total	W	W	3251055	100.0	463870	100.0	612346	100.0
Under 18 years		W	1097549	33.8	111207	24.0	240528	39.3
18 to 64 years		W	1839248	56.5	287203	61.9	340230	55.6
65 years and over		W	314258	9.7	65460	14.1	31588	5.1
Non-White								
Total	N	N	158114	100.0	66961	100.0	13456	100.0
Under 18 years		N	62225	39.4	24269	36.2	5910	43.9
18 to 64 years		N	88086	55.7	38500	57.5	7079	52.6
65 years and over		N	7803	4.9	4192	6.3	467	3.5
Marital Status								
Total 14 Years and Over	M	T	2520582	73.9	428033	80.6	432793	69.2
Never Married		M	613856	24.4	118134	27.6	96470	22.3
Now Married		M	1590496	63.1	233505	54.5	295646	68.3
Div., Sep., and Wid.		M	316230	12.5	76384	17.9	40677	9.4
Domiciliary Status								
Living Group Quarters		T	118022	3.5	19349	3.6	6334	1.0
Living in Households		T	3291147	96.5	511482	96.4	619468	99.0
Households	H	*	1105587	2.98	206092	2.48	185667	3.34
Primary Individuals		H	243898	22.1	72792	35.3	26904	14.5
Primary Families	F	H	861689	77.9	133300	64.7	158763	85.5
Husb.-Wife Fam.		F	768097	89.1	112450	84.4	144608	91.1

* Population per household

trend noted in Seattle, from its potential impact on education, was the substantial decrease in number and percentage of children under five years of age. This marked drop was universal throughout the city and was the result of increased emphasis on family planning and selective net out-migration of younger parents to either Suburbia or greener economic pastures.

Table IX-2 shows the ten year (1960 to 1970) change in the demographic profile of Seattle. The marked population decrease, the even more marked decrease in younger children, particularly those under five, the nearly 50 percent increase in non-Whites and the substantial decrease in Whites are all evident. In addition, the percentage of children under eighteen living with both parents declined noticeably. The percentage of primary individual households definitely increased, as did the renters contrasted to home owners. These trends, although of varying magnitudes, were generally evident in all high school attendance areas in the city. The general trends evidenced locally were in many instances reflections of national trends.

Suburbia in 1960 had a populace of 377,927 and in 1970 this had increased by 247,875 to 625,802. The bulk of the increase was due to net in-migration, a sizable segment of which was from Seattle. The non-White population nearly tripled, increasing from 4,697 to 13,456. Children under eighteen increased numerically from 157,585 to 246,438. Under fives increased by 7,777 from 52,072 to 59,849 but decreased from 13.8 percent to 9.6 percent. Adolescents in the ten to seventeen year old bracket increased 56,076 from 57,801 to 113,877 and increased from 15.3 percent in 1960 to 18.3 percent in 1970. The data for ten to seventeen year olds is reflective of the increasing birth rate in the 1950's and high in-migration of parents of these children. In-migration to Suburbia consisted primarily of younger age groups; the percent of senior citizens actually decreased from 6.1 percent to 5.2 percent.

Variations in Population Characteristics Within the City of Seattle

Census tract data for Seattle were statistically processed for each individual census tract. Wide variations in ethnicity, affluence, and age groupings were found in the 1970 Seattle census tracts. Table IX-3 details the salient demographic characteristics of four distinctly different census tracts.

Tract 41 is in the Laurelhurst district of the Roosevelt attendance area. Tract 72 is in the southeast portion of the Queen Anne attendance area. Tract 88 is in the heart of the southeast portion of the Garfield (Central Region) attendance area. Tract 107 is in the High Point area of the Sealth attendance area. Locations of these census tracts are shown in Figure IX-1.

The marked differences in ethnic composition, percentages of children, percentages of children living with both parents, percentage of renters, percentage of families, and relative median value of owner occupied housing will be observed.

Census tract boundaries and high school attendance area boundaries are, in general, non-coterminous. Thirty-three of the 121 Seattle census tracts are split (in varying proportions) between the twelve different high school attendance areas. For purposes of this report, summary 1970 and 1960 census data for each of the high school attendance areas were developed from pertinent processed individual census tract data. The high school attendance area summaries were

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TABLE IX-2

TEN YEAR 1960 TO 1970 CHANGES IN DEMOGRAPHIC PROFILES
CITY OF SEATTLE

	Base of per cent	per cent of Base	1970 Data		1960 Data		Change 1960 to 1970
			Number	per cent	Number	per cent	
Population							
Total	T	T	530831	100.0	557087	100.0	- 26256
By Ethnic Group							
White	W	T	463870	87.4	510559	91.7	- 46689
Non-White	N	T	66961	12.6	46528	8.3	+ 20433
Black		T	37868	7.1	26903	4.8	+ 10967
Other Non-White		T	29093	5.5	19627	3.5	+ 9466
By Sex							
Male		T	254393	47.9	272395	48.9	- 18002
Female		T	276438	52.1	284692	51.1	- 8254
15 to 44		T	112416	21.2	110404	19.8	+ 2012
Fertility Ratio**		**	--	311	--	471	- 160
By Age Group							
Under 18 Years							
Total	C	T	135476	25.5	166772	29.9	- 31296
In Husb.-Wife Family		C	105348	77.8	144432	86.6	- 39074
In Female Head Family		C	19605	14.5	--	--	--
Under 5 years							
Total		T	34994	6.6	51946	9.3	- 16952
White		W	28377	6.1	45591	8.7	- 17214
Non-White		N	6617	9.9	6355	13.7	+ 262
5 to 17 years							
Total		T	100482	18.9	114826	20.6	- 14344
5 to 9 years		T	36399	6.9	46855	8.4	- 10456
10 to 14 years		T	39460	7.4	45283	8.1	- 5823
15 to 17 years		T	24623	4.6	22688	4.1	+ 1935
18 years and over							
Total		T	395355	74.5	390315	70.1	+ 5040
18 to 24 years		T	79234	14.9	51736	9.3	+ 27498
25 to 44 years		T	117970	22.2	143199	25.7	- 25229
45 to 64 years		T	128499	24.2	128583	23.1	- 84
65 years and over		T	69652	13.1	66797	12.0	+ 2855
Domiciliary Status							
Total Population		T	530831	100.0	557087	100.0	- 26256
Living in Group Quarters		T	19349	3.6	15581	2.8	+ 3768
Living in Households		T	511482	96.4	541506	97.2	- 30024
Households	H	*	206092	2.48	200577	2.70	+ 5515
Primary Individuals		H	72792	35.3	59143	29.5	+ 13649
Primary Families	F	H	133300	64.7	141434	70.5	- 8134
Husb.-Wife Families	S	F	112450	84.4	124021	87.7	- 11571
H-W Families w/under 18s		S	49140	43.7	65106	52.5	- 15966
Housing Data							
Occupied Housing Units	H		206092	100.0	200577	100.0	+ 5515
Renter Occupied		H	94426	45.8	85460	42.6	+ 8966
Owner Occupied		H	111666	54.2	115117	57.4	- 3451

**Under 5 year olds per 1000 females 15 to 44

*Population per household

TABLE IX-3
VARIATIONS IN SALIENT 1970 DEMOGRAPHIC CHARACTERISTICS
IN SELECTED INDIVIDUAL CITY OF SEATTLE CENSUS TRACTS

Census Tract	per cent of Base	Seattle Total		41		72		88		107	
		Number	per cent	Number	per cent	Number	per cent	Number	per cent	Number	per cent
Population											
Total	T	530831	100.0	8370	100.0	1688	100.0	3896	100.0	5386	100.0
By Ethnic Group											
White	T	463870	87.4	8218	98.2	1636	96.9	192	4.9	3823	71.0
Non-White	T	66961	12.6	152	1.8	52	3.1	3704	95.1	1563	29.0
Black	T	37868	7.1	22	0.3	14	0.8	3535	90.8	1042	19.3
Other Non-White	T	29093	5.5	130	1.5	38	2.3	169	4.3	521	9.7
Indian	T	4123	0.8	9	0.1	21	1.2	23	0.6	386	7.2
By Sex											
Female	T	276438	52.1	4378	52.3	932	55.2	2055	52.7	2936	54.5
Male	T	254398	47.9	3992	47.7	756	44.8	1841	47.3	2450	45.5
Children Under Five											
Total	T	34994	6.6	661	7.9	18	1.1	355	9.1	702	13.0
White	W	28377	6.1	636	7.7	16	1.0	7	3.7	461	12.0
Non-White	N	6617	9.9	25	16.4	2	3.9	348	9.4	241	15.4
Children Under Eighteen											
Total	T	135476	25.5	2743	32.8	53	3.1	1458	37.4	2548	47.3
Living with both parents	C	105348	77.8	2444	89.1	23	43.4	800	54.9	1292	50.7
Householders											
Total	H	206092	100.0	2800	100.0	1321	100.0	1262	100.0	1669	100.0
Primary Individuals	H	72792	35.3	480	17.1	1040	78.7	330	26.1	423	25.3
Primary Families	H	133300	64.7	2320	82.9	281	21.3	932	73.8	1246	74.7
Husband-Wife Families	F	112450	84.4	2123	91.5	217	77.2	630	67.6	769	61.7
Occupied Housing Units											
Total	H	206092	100.0	2800	100.0	1321	100.0	1262	100.0	1669	100.0
Renter Occupied	H	94426	45.8	743	26.5	1307	98.9	453	35.9	1130	67.7
Owner Occupied	H	111666	54.2	2057	73.5	14	1.1	809	64.1	539	32.3
Median Value, $	-	19600	--	38300	--	--	--	16100	--	16200	--

T - % of Total Population
C - % of Children Under 18
W - % of White Population
H - % of Householders
N - % of Non-White Population
F - % of Total Families

See Figure 2 for locations of census tracts.

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consolidated to obtain demographic data for the three administrative regions. The southeastern portion of the South Region shows a distinctly different demographic profile from that of the southwestern area. Demographic trends in the past decade showed even greater differences. Data for the South Region have, therefore, been presented for both the southeast area and the southwest area. Regional and high school attendance areas are depicted in Figure IX-2.

There have been marked differences in regional growth patterns in Seattle during the past twenty years.

POPULATION CHANGES IN SEATTLE
BY REGIONS, 1950 to 1970

Region	Census Population 1950	1960	1970	1970 Land Area in Square Miles
Seattle Total	524857	557087	530831	83.64
Central	127311	110370	82018	9.99
North	202239	231826	229110	32.19
South	195309	214891	209703	41.46
Southeast	68857	77029	76254	18.17
Southwest	126450	137862	133459	23.29

The distinct twenty year gain in the North Region will be noted as will the marked loss in the Central Region. The bulk of the Garfield loss is in the western, primarily apartment dweller, downtown sub-area of Garfield.

Table IX-4 compares the 1970 demographic profiles of the three regions. There are distinct differences between them. The major differences are in ethnic composition, percent of children in husband-wife homes, percent of Whites under five years old, percent of eighteen to twenty-four year olds, percent of householders who are primary individuals, and the percent who are renters.

Table IX-5 shows the highly observable demographic differences between the southeast and southwest portions of the South Region. The southwest area accounts for 64 percent of the South Region population, the southeast area for 36 percent. The southwest area is 4.0 percent non-White and the southeast area is 28.8 percent non-White. Even breaking regions down into sub-areas does not necessarily reveal all the differences. For example, Queen Anne, with the lowest percentage of under five year olds (5.0 percent), and Sealth, with the highest (9.1 percent), are both in the southwest area. Tabulations for sub-areas of individual high school attendance areas are detailed for both 1970 and 1960 in the major report of which this chapter is an excerpt summary.

The demographic profile of the voucher study survey area (the combined Cleveland, Franklin, Rainier Beach, and Sealth High School attendance areas) is shown in the final column of Table IX-5.

Table IX-6 compares the 1960 and 1970 demographic data for the southeast area. The 14,140 decrease in Whites and the 13,365 gain in non-Whites (two-thirds of the ten year non-White gain of Seattle) strikingly indicate the ethnic changes taking place in the southeast area.

TABLE IX-4

COMPARATIVE 1970 CENSUS DATA DEMOGRAPHIC PROFILES
SEATTLE SCHOOL DISTRICT BY ADMINISTRATIVE REGIONS

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	Base of per cent	per cent of Base	North Region		Central Region		South Region	
			Number	per cent	Number	per cent	Number	per cent
Population								
Total	T	T	229110	100.0	92018	100.0	209703	100.0
By Ethnic Group								
White	W	T	222300	97.0	59195	64.3	182735	87.0
Non-White	N	T	6810	3.0	32823	35.7	27328	13.0
Black		T	1423	0.6	24969	27.2	11476	5.5
Other Non-White		T	5387	2.4	7854	8.5	15852	7.5
By Sex								
Male		T	109095	47.6	44869	48.8	100429	47.9
Female		T	120015	52.4	47149	51.2	109274	52.1
15 to 44 years		T	50824	22.2	18788	20.4	42804	20.4
Fertility Ratio**		**	--	290	--	277	--	352
By Age Group								
Under 18 Years								
Total	C	T	59070	25.8	18214	19.8	58192	27.7
In Husb.-Wife Family		C	48331	81.8	11823	64.9	45204	77.7
In Female Head Family		C	6765	11.5	4121	22.6	8719	15.0
Under 5 years		T	14741	6.4	5200	5.7	15053	7.2
White		W	14098	6.3	2187	3.7	12092	6.6
Non-white		N	643	9.4	3013	9.2	2961	10.8
5 to 17 years		T	44329	19.4	13014	14.1	43319	20.5
18 years and over								
Total		T	170040	74.2	73804	80.2	151511	72.3
18 to 24 years		T	38534	16.8	14358	15.6	26342	12.6
25 to 44 years		T	50037	21.8	21457	23.3	46476	22.2
45 to 64 years		T	53608	23.4	21577	23.5	53314	25.4
65 years and over		T	27861	12.2	16412	17.8	25379	12.1
Domiciliary Status								
Living in Group Quarters		T	10059	4.4	5357	5.8	3933	1.9
Living in Households		T	219051	95.6	86661	94.2	205770	98.1
Households	H	*	83423	2.63	43339	2.00	79270	2.60
Primary Individuals		H	23789	28.5	24765	57.1	24238	30.6
Primary Families	F	H	59634	71.5	18634	42.9	55032	69.4
Husb.-Wife Families	S	F	51541	86.4	14453	77.6	46546	84.6
H-W Families w/under 18		S	22987	44.6	5268	36.7	20885	44.9
Housing Data								
Occupied Housing Units	H	H	83423	100.0	43339	100.0	79270	100.0
Renter Occupied		H	30325	36.4	30861	71.1	33240	41.9
Specific Rental Units	R	R	29373	100.0	30244	100.0	32137	100.0
$100/mo. or over		R	19747	67.2	12721	42.1	17906	55.4
$150/mo. or over		R	6160	21.0	3766	12.5	5132	15.9
Owner Occupied		H	53098	63.6	12538	28.9	46030	58.1
Specific Owner Units	O	O	49088	100.0	10463	100.0	43523	100.0
$15,000 value or over		O	40591	82.2	7543	72.1	34311	78.8
$20,000 value or over		O	23620	47.8	4628	44.2	20655	47.5
$25,000 value or over		O	12753	25.8	2879	27.5	11794	27.1
$35,000 value or over		O	5117	10.4	1419	13.6	4323	9.9
Median Value $		-	19700	--	18900	--	19600	--

*Population per household
**Under 5 year olds per 1000 females 15 to 44

TABLE IX-5

COMPARATIVE 1970 CENSUS DATA DEMOGRAPHIC PROFILES
SOUTHEAST AND SOUTHWEST AREAS OF SOUTH REGION

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	Base of per cent	per cent of Base	South Region Southwest Area		South Region Southeast Area		Southeast Area Plus Sealth	
			Number	per cent	Number	per cent	Number	per cent
Population								
Total	T	T	133449	100.0	76254	100.0	113997	100.0
By Ethnic Group								
White	W	T	128127	96.0	54248	71.2	89570	78.6
Non-White	N	T	5322	4.0	22006	28.8	24427	21.4
Black		T	1856	1.4	9620	12.6	10835	9.5
Other Non-White		T	3466	2.6	12386	16.2	13592	11.9
By Sex								
Male		T	63568	47.6	36861	48.3	55163	48.4
Female		T	69881	52.4	39393	51.7	58834	51.6
15 to 44 years		T	26939	20.2	15865	20.8	23611	20.7
Fertility Ratio**		**	--	328	--	392	--	408
By Age Group								
Under 18 Years								
Total	C	T	34256	25.7	23936	31.4	36949	32.4
In Husb.-Wife Family		C	27196	79.4	18068	75.5	28077	76.0
In Female Head Family		C	4760	13.9	3959	16.5	6044	16.4
Under 5 years		T	8834	6.6	6219	8.2	9643	8.5
White		W	8225	6.4	3867	7.1	6969	7.8
Non-white		N	609	11.4	2352	10.7	2674	11.0
5 to 17 years		T	25422	19.1	17717	23.2	27306	23.9
18 years and over								
Total		T	99193	74.3	52318	68.6	77048	67.6
18 to 24 years		T	17141	12.8	9201	12.0	13337	11.7
25 to 44 years		T	29408	22.0	17068	22.4	25767	22.6
45 to 64 years		T	34952	26.2	18362	24.1	27076	23.8
65 years and over		T	17692	13.3	7687	10.1	10868	9.5
Domiciliary Status								
Living in Group Quarters		T	3071	2.3	862	1.1	1126	1.0
Living in Households		T	130378	97.7	75392	98.9	112871	99.0
Households	H	*	52950	2.46	26320	2.86	38797	2.91
Primary Individuals		H	17768	33.6	6470	24.6	8743	22.5
Primary Families	F	H	35182	66.4	19850	75.4	30054	77.5
Husb.-Wife Families	S	F	30188	85.8	16358	82.4	25065	83.4
H-W Families w/under 18		S	12798	42.4	8087	49.4	12670	50.6
Housing Data								
Occupied Housing Units	H	H	52950	100.0	26320	100.0	38797	100.0
Renter Occupied		H	23620	44.6	9620	36.6	13140	33.9
Specific Rental Units	R	R	22873	100.0	9264	100.0	12649	100.0
$100/mo. or over		R	13054	57.1	4852	52.4	6680	52.8
$150/mo. or over		R	4093	17.9	1039	11.2	1390	11.0
Owner Occupied		H	29330	55.4	16687	63.4	25657	66.1
Specific Owner Units	O	O	27451	100.0	16072	100.0	24883	100.0
$15,000 value or over		O	21966	80.0	12345	76.8	18738	75.3
$20,000 value or over		O	13774	50.2	6881	42.8	10334	41.5
$25,000 value or over		O	8132	29.6	3662	22.8	5455	21.9
$35,000 value or over		O	3137	11.4	1186	7.4	1803	7.2
Median Value $		-	20000	--	19000	--	18800	--

*Population per household

**Under 5 year olds per 1000 females 15 to 44

TABLE IX-6

TEN YEAR 1960 TO 1970 CHANGES IN DEMOGRAPHIC PROFILES
SOUTHEAST AREA OF SOUTH REGION

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	Base of per cent	per cent of Base	1970 Data		1960 Data		Change 1960 to 1970
			Number	per cent	Number	per cent	
Population							
Total	T	T	76254	100.0	77029	100.0	- 775
By Ethnic Group							
White	W	T	54248	71.2	68388	88.8	- 14140
Non-White	N	T	22006	28.8	8641	11.2	+ 13365
Black		T	9620	12.6	2511	3.3	+ 7109
Other Non-White		T	12386	16.2	6130	7.9	+ 6256
By Sex							
Male		T	36861	48.3	38072	49.4	- 1211
Female		T	39393	51.7	38957	50.6	+ 436
15 to 44		T	15865	20.8	15472	20.1	+ 493
Fertility Ratio**		**	--	392	--	569	- 177
By Age Group							
Under 18 Years							
Total	C	T	23936	31.4	27614	35.8	- 3678
In Husb.-Wife Family		C	18068	75.5	23702	85.8	- 5634
In Female Head Family		C	3959	16.5	--	--	--
Under 5 years							
Total		T	6219	8.2	8803	11.4	- 2584
White		W	3867	7.1	7374	10.8	- 3507
Non-White		N	2352	10.7	1429	16.5	+ 923
5 to 17 years							
Total		T	17717	23.2	18811	24.4	- 1094
5 to 9 years		T	6652	8.7	7903	10.3	- 1251
10 to 14 years		T	6922	9.1	7346	9.5	- 424
15 to 17 years		T	4143	5.4	3562	4.6	+ 581
18 years and over							
Total		T	52318	68.6	49415	64.2	+ 2903
18 to 24 years		T	9201	12.0	6190	8.1	+ 3011
25 to 44 years		T	17068	22.4	20480	26.6	- 3412
45 to 64 years		T	18362	24.1	15571	20.2	+ 2791
65 years and over		T	7687	10.1	7174	9.3	- 513
Domiciliary Status							
Total Population		T	76254	100.0	77029	100.0	- 775
Living in Group Quarters		T	862	1.1	815	1.1	+ 47
Living in Households		T	75392	98.9	76214	98.9	- 822
Households	H	*	26320	2.86	24282	3.13	+ 2038
Primary Individuals		H	6470	24.6	4234	17.4	+ 2236
Primary Families	F	H	19850	75.4	20048	82.6	- 198
Husb.-Wife Families	S	F	16358	82.4	17617	87.9	- 1259
H-W Families w/under 18s		S	8087	49.4	10386	59.0	- 2299
Housing Data							
Occupied Housing Units	H		26320	100.0	24282	100.0	+ 2038
Renter Occupied		H	9620	36.6	7595	31.3	+ 2025
Owner Occupied		H	16700	63.4	16687	68.7	+ 13

**Under 5 year olds per 1000 females 15 to 44

*Population per household

Individual demographic profiles for 1970 and 1960 have been prepared for each of the twelve Seattle high school attendance areas. Table IX-7 is illustrative of the 1970 demographic profile data and compares the Garfield, Roosevelt, and Lincoln attendance areas. Major differences will be found in the ethnic composition, percent of children in husband-wife homes, percent and number of under five year olds, percent and number of fifteen to seventeen year olds (these are the school age population), percent of eighteen to twenty-four year olds (these are the college age population), percent of householders who are primary individuals, percent who are renters, and the median value of housing.

There are frequently highly observable demographic variations in different geographic portions of a given high school attendance area. The Garfield area in particular illustrates this phenomenon. In the Garfield High School attendance area 28 percent of the population lives north of Roy Street, 35 percent lives south of Roy Street and west of 15th Avenue, and 37 percent lives in the area east of 15th Avenue and south of Roy.

A few of the sub-area contrast highlights are detailed. The north sub-area of Garfield is 9.6 percent non-White, the east 71.3 percent. The west sub-area has 2.7 percent of under fives, the east 8.5 percent. The east has 49.6 percent of owner occupied homes, the west 6.9 percent. The median value of owner occupied housing in the east is $16,500 and in the north $24,400.

Birth and Birth Rate Trends in Seattle

Births and birth rates are of distinct interest and importance in projecting school enrollments, for the new born babe is the matriculating kindergarten student five years hence. Seattle birth rates, in common with U.S. birth rates, peaked in the post World War II era, maintained their momentum through the 1950's and gradually declined during the 1960's. Preliminary indications are that U.S. birth rates will continue to drop in 1971 and that 1971 births in Seattle will plummet to a thirty year low. Increased emphasis on family planning and the economic downturn triggered by a highly depressed aero-space industry are distinct factors as probably is the recently liberalized Washington abortion law.

In 1960 there were 11,509 births in Seattle and 9,637 in Suburbia. In 1970 there were 8,418 births in Seattle and 11,134 in Suburbia. Since 1964 births in Suburbia have been greater than those in Seattle. Gross birth rates in King County dropped from 22.6 births per 1,000 population in 1960 to 16.9 births per 1,000 population in 1970. Gross birth rates are only part of the story. Population growth curves are normally derived from studies of births to females of specific age groups. Figure IX-3 graphically portrays the 1960 and 1970 birth rates of Seattle and Suburbia by specified female age groups. Well over 99.5 percent of births are to females in the fifteen to forty-four age group and over 90 percent are to mothers in the eighteen to thirty-four age range.

Birth rates showed drastic declines for both Seattle and Suburbia between 1960 and 1970. In 1970 Seattle's twenty to twenty-four age group birth rate was distinctly lower than that of Suburbia. Seattle and Suburbia 1960 and 1970 birth rates and their declines were quite comparable for the age groups in the twenty-five to forty-four range.

TABLE IX-7

COMPARATIVE 1970 CENSUS DATA DEMOGRAPHIC PROFILES
GARFIELD, ROOSEVELT, AND LINCOLN ATTENDANCE AREAS

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	Base of per cent	per cent of Base	Garfield H.S. Att. Area		Roosevelt H.S. Att. Area		Lincoln H.S. Att. Area	
			Number	per cent	Number	per cent	Number	per cent
Population								
Total	T	T	92018	100.0	49244	100.0	51082	100.0
By Ethnic Group								
White	W	T	59195	64.3	47611	96.7	48575	95.1
Non-White	N	T	32823	35.7	1633	3.3	2507	4.9
Black		T	24969	27.2	409	0.8	488	0.9
Other Non-White		T	7854	8.5	1224	2.5	2019	4.0
By Sex								
Male		T	44869	48.8	23639	48.0	23987	47.0
Female		T	47149	51.2	25605	52.0	27095	53.0
15 to 44 years		T	18788	20.4	10914	22.2	13620	26.0
Fertility Ratio**		**	--	277	--	275	--	219
By Age Group								
Under 18 Years								
Total	C	T	18214	19.8	12587	25.6	10430	20.4
In Husb.-Wife Family		C	11823	64.9	10693	85.0	8021	76.9
In Female Head Family		C	4121	22.6	1210	9.6	1442	13.8
Under 5 years		T	5200	5.7	2999	6.1	2904	5.7
White		W	2187	3.7	2847	6.0	2695	5.5
Non-white		N	3013	9.2	152	9.3	209	8.3
5 to 17 years		T	13014	14.1	9588	19.5	7526	14.7
18 years and over								
Total		T	73804	80.2	36657	74.4	40652	79.6
18 to 24 years		T	14358	15.6	8869	18.0	13796	27.0
25 to 44 years		T	21457	23.3	10821	22.0	10784	21.1
45 to 64 years		T	21577	23.5	11033	22.4	9336	18.3
65 years and over		T	16412	17.8	5934	12.0	6736	13.2
Domiciliary Status								
Living in Group Quarters		T	5357	5.8	3018	6.1	5943	11.6
Living in Households		T	86661	94.2	46226	93.9	45139	88.4
Households	H	*	43339	2.00	17164	2.70	18963	2.38
Primary Individuals		H	24765	57.1	4701	27.4	7642	40.3
Primary Families	F	H	18634	42.9	12463	72.6	11321	59.7
Husb.-Wife Families	S	F	14453	77.6	10914	87.6	9430	83.3
H-W Families w/under 18		S	5268	36.7	5028	46.1	3765	39.9
Housing Data								
Occupied Housing Units	H	H	43339	100.0	17164	100.0	18963	100.0
Renter Occupied		H	30861	71.1	5653	32.9	9746	51.4
Specific Rental Units	R	R	30244	100.0	5456	100.0	9492	100.0
$100/mo. or over		R	12721	42.1	3946	72.3	5642	59.4
$150/mo. or over		R	3766	12.5	1321	24.2	1433	15.1
Owner Occupied		H	12538	28.9	11511	67.1	9216	48.6
Specific Owner Units	O	O	10463	100.0	11076	100.0	8328	100.0
$15,000 value or over		O	7543	72.1	9971	90.0	5934	71.3
$20,000 value or over		O	4628	44.2	6981	63.0	2179	26.2
$25,000 value or over		O	2879	27.5	4341	39.2	646	7.8
$35,000 value or over		O	1419	13.6	2109	19.0	106	1.3
Median Value $		-	18900	--	22700	--	17400	--

*Population per household
**Under 5 year olds per 1000 females 15 to 44

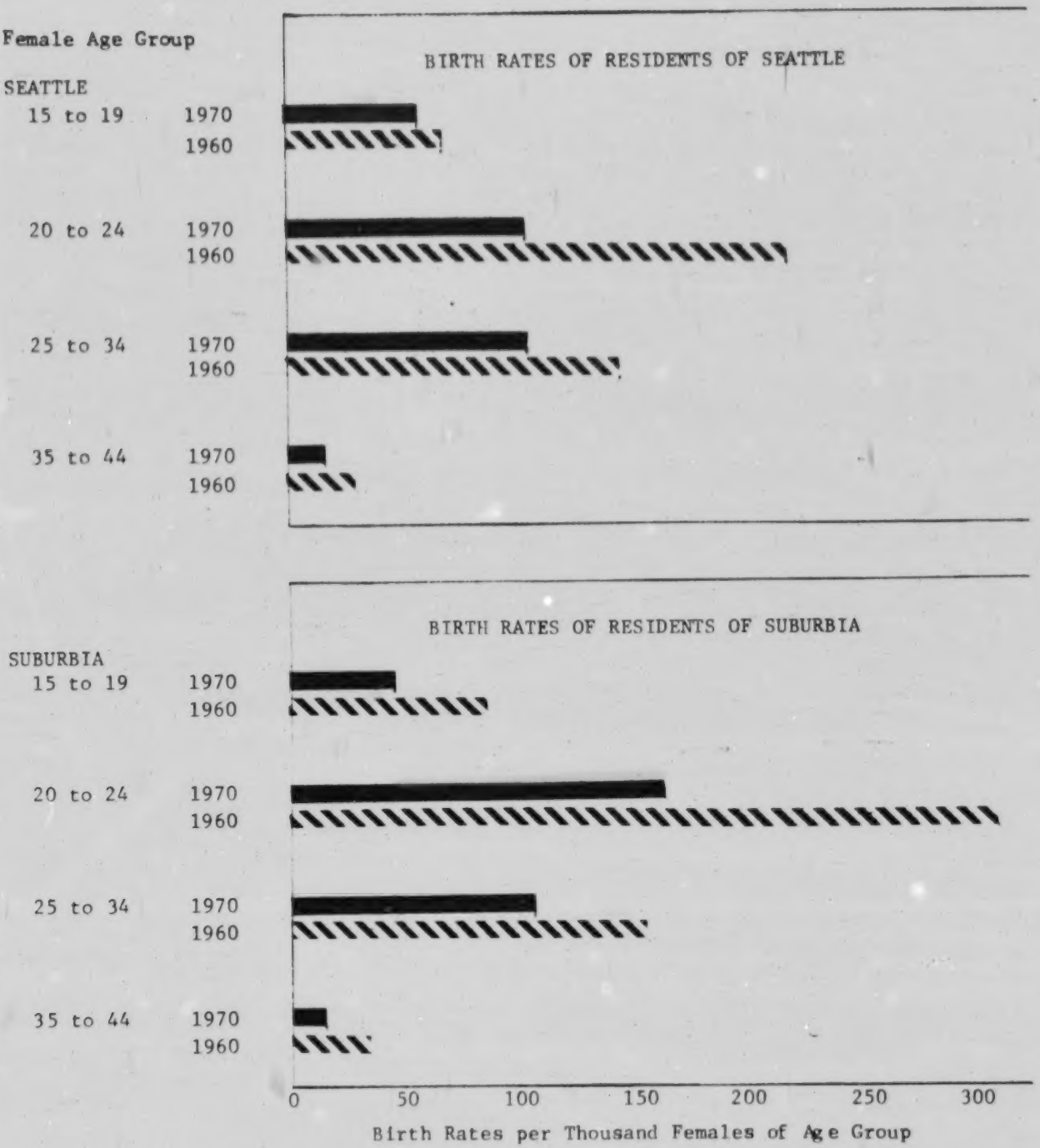

FIGURE IX-3

BIRTH RATES OF SEATTLE AND SUBURBIA RESIDENTS
BY SPECIFIED FEMALE AGE GROUPS
IN 1960 AND 1970

There are distinct ethnic differences in birth rates. Ethnic birth rates for Seattle and Suburbia in 1960 and 1970 are detailed in Table IX-8. In Seattle the 1970 White birth rate dropped appreciably from 1960 while the Black birth rate has remained relatively constant. In Suburbia the 1970 White birth rate is higher than that of Seattle, while the Black Suburbia birth rate is distinctly lower than the Seattle Black birth rate. Both the White and Black birth rates in Suburbia showed an appreciable decline from 1960 to 1970.

Economic downturns historically have had a distinct depressing effect on birth rates. Seattle and Suburbia, both hard hit by the aero-space layoffs, have not deviated from this historical pattern.

Infant death rates dropped in both Seattle and Suburbia between 1960 and 1970. In Seattle in 1960 there were 267 infant deaths (2.32 percent of live births) and in 1970 there were 169 (2.01 percent of live births).

Death rates in Seattle with its older population rose slightly from 11.4 per thousand in 1960 to 11.8 in 1970. Death rates in Suburbia dropped from 6.5 per thousant of population in 1960 to 5.3 in 1970.

Illegitimate births rose by a dramatic three-fold ratio from 1960 to 1970 in both Seattle and Suburbia. In Seattle in 1960 illegitimate births were 4.8 percent of the live births; in 1970 they were 17.1 percent.

Comparative 1971 interim birth statistics indicate that births in Seattle will be down drastically from those in 1970, that births in Suburbia will also drop appreciably, and illegitimate births will drop spectacularly. The reduced 1970 and 1971 birth rates will be reflected in decreased kindergarten enrollments in 1975 and 1976.

Ethnic Composition of Seattle and Its Schools

Racial considerations have, in recent years, loomed large in the political, social, and educational realms. This section explores, in considerable detail, the racial make-up of Seattle and its changes during the past decade. Comparative racial data for King County, Suburbia, Washington, and the United States are also shown.

Seattle's White population in 1970 was 87.4 percent which is the same as the White percentage for the total United States. The Black percentage for Seattle was 7.1 percent, contrasted with 11.2 percent nationally. Other races in Seattle were 5.5 percent; nationally they were 1.2 percent.

Nearly half the non-Whites (42.4 percent) in the State of Washington live in Seattle. Table IX-9 compares the 1960 and 1970 ethnic populations of the State of Washington and Seattle. It will be noted that in 1970 over two-thirds of the Chinese in Washington lived in Seattle in contrast to less than one-eighth the Indians. More than half the Blacks of Washington State are residents of Seattle. Over one-fourth the Black population of the entire state of Washington lives in a less than three square mile area of Seattle's Central Region. This statistic dramatically illustrates the influence of housing patterns on ethnic concentration. As a point of interest, there are more young adult* Blacks enrolled in Garfield High School than there are Blacks of all ages in the entire State of Vermont.

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*Fourteen years and over.

TABLE IX-8

COMPARISON OF MAJOR ETHNIC GROUPS BIRTH RATES
IN SEATTLE AND SUBURBIA IN 1960 AND 1970

Locale and Ethnic Group	Birth Rate Data for 1970					Birth Rate Data for 1960				
	Population as of April 1, 1970 U.S. Census	% of Pop. in Locale	% of Births in Locale	Births to Residents	Birth Rate per 1000 Population	Population as of April 1, 1970 U.S. Census	% of Pop. in Locale	% of Births in Locale	Births to Residents	Birth Rate per 1000 Population
Seattle Total	530831	100.0	100.0	8418	15.9	557087	100.0	100.0	11509	20.7
White	463870	87.4	78.5	6610	14.2	510559	91.7	88.2	10156	19.9
Non-White	66961	12.6	21.5	1808	27.0	46528	8.3	11.8	1353	29.1
Black	37868	7.1	13.4	1130	29.8	26901	4.8	6.8	775	28.8
Other	29093	5.5	8.1	678	23.3	19627	3.5	5.0	578	29.4
Suburbia Total	625802	100.0	100.0	11134	17.8	377927	100.0	100.0	9637	25.5
White	613346	97.9	97.0	10793	17.6	373230	98.8	98.7	9509	25.5
Non-White	13456	2.1	3.0	341	25.3	4697	1.2	1.3	128	27.3
Black	2729	0.4	0.5	60	22.0	904	0.2	0.2	26	28.8
Other	10727	1.7	2.5	281	26.2	3793	1.0	1.1	102	26.9
King County Total	1156633	100.0	100.0	19552	16.9	935014	100.0	100.0	21146	22.6

* Raw data showed 0.5% (96 births) ethnically unallocated; these were allocated propcrtionately to the various ethnic groups.

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TABLE IX-9
COMPARISON OF 1960 AND 1970 ETHNIC POPULATIONS OF THE STATE OF WASHINGTON AND THE CITY OF SEATTLE

	Total	White	Non-White Total	Black	Non-White Other than Black						
					Other Total	Indian	Oriental				All Others
							Total	Japanese	Chinese	Filipino	
Washington State											
1970 Census Data											
Population	3409169	3251055	158114	71308	86806	33386	40998	20335	9201	11462	12422
% of Total	100.0	95.4	4.6	2.1	2.5	1.0	1.2	0.6	0.3	0.3	0.3
1960 Census Data											
Population	2853214	2751675	101539	48378	52801	21076	29253	16652	5491	7110	2472
% of Total	100.0	96.4	3.6	1.7	1.9	0.8	1.0	0.6	0.2	0.2	0.1
Change 1960-1970											
Total	+555955	+499380	+5675	+22930	+34005	+12310	+11745	+3683	+3710	+4352	+9950
% of 1960 Ethnic Total	+ 19.5	+ 18.2	+ 55.7	+ 47.4	+ 64.4	+ 58.4	+ 40.2	+22.1	+67.6	+61.2	+408.5
City of Seattle											
1970 Census Data											
Population	530831	463870	66961	37868	29093	4123	22077	9986	6261	5830	2893
% of Total	100.0	87.4	12.6	7.1	5.5	0.8	4.2	1.9	1.2	1.1	0.5
% of Washington Ethnic Total	15.6	14.3	42.4	53.1	33.5	12.2	53.9	49.1	68.1	50.9	23.3
1960 Census Data											
Population	557087	510559	46528	26901	19627	1729	17182	9351	4076	3755	716
% of Total	100.0	91.7	8.3	4.8	3.5	0.3	3.1	1.7	0.7	0.7	0.1
% of Washington Ethnic Total	19.5	18.6	45.8	55.6	37.2	8.2	58.2	56.2	74.1	52.8	29.0
Change 1960-1970											
Total	- 26256	-46689	+20423	+10967	+9466	+2394	+4890	+ 635	+2185	+2075	+2177
% of 1960 Ethnic Total	- 4.7	- 9.1	+ 43.9	+ 40.8	+48.2	+138.5	+28.5	+ 6.8	+53.6	+55.3	+304.1

Note: There were 203.24 million U.S. inhabitants in 1970. Of these, 177.68 million (87.4%) were white, 22.68 million (11.2%) were Black, and 2.88 million (1.2%) were Others.

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On the other side of the coin, Seattle's 7.1 percent of Black population is exactly one-tenth of Washington, D.C.'s 71 percent of Blacks.

The White population of Seattle gained 12,869 between 1950 and 1960, while the non-Whites gained 19,361. In the 1960 to 1970 decade Whites in Seattle decreased by 46,689 while non-Whites gained 20,423.

ETHNIC POPULATION* OF SEATTLE IN 1950, 1960, and 1970

Year	Total	White	Black	Other
1950	524857	497690	15666	11501
1960	557087	510559	26901	19627
1970	530831	463870	37868	29093

* Based on 1970 Seattle boundaries.

The White population loss in Seattle from 1960 to 1970 was 9 percent. Natural increase (excess of births over deaths) should have increased the White population by 6 percent. The White population loss of Seattle due to net out-migration was therefore 15 percent. The non-White increase of 44 percent was half (22 percent) due to natural increase and half to net in-migration. The Black gain in Seattle was numerically the greatest of all the ethnic groups. The increased Black population and decreased White population in Seattle were consonant with national trends. Seattle ranks twenty-second in total population in the United States, twenty-fourth in Black population in the 25 most populous cities, sixteenth in White population, and fifth in other non-White population.

The Black population of Seattle is a much younger population than the White population. Children under eighteen comprise 40.0 percent of the Black population but only 24.0 percent of the White population. The total Seattle White census population was 87.4 percent in April, 1970. The five to seventeen year old Seattle White census population was 82.4 percent in April, 1970. The total school population of Seattle in the spring of 1970 was 82.5 percent White.

Table IX-1 of an earlier section of this chapter compares the ethnic populations of Seattle and Suburbia. The relatively small Black population of Suburbia will be noted, as will the larger Japanese and Indian populations.

Japanese enrollment in 1967 was 2,244 (2.42 percent) and in 1971 was 1,923 (2.51 percent). However, in 1967 there were 170 (2.16 percent) Japanese kindergarten enrollees, in 1969 there were 129 (1.89 percent), and in 1971 there were 91 (1.68 percent). The low Japanese gross birth rate of 12.8 per 1,000 in 1969 presages a continuing decline in Japanese enrollment as the upper grade enrollment bulge moves on.

JAPANESE ENROLLMENT IN SEATTLE PUBLIC SCHOOLS

Grade	1967	1971	1975 (Est.)
K	170	91	80
1-4	696	506	335
5-8	711	639	466
9-12	667	687	619
Total	2244	1923	1500

Figure IX-4 depicts the inter-regional ethnic changes for Seattle during the censual decade. In 1960 the Central Region accounted for 85.2 percent of all Seattle's Black population; by 1970 the Central Region's share had dropped to 65.9 percent. The southeast area's Black share rose from less than one-tenth to more than one-fourth. School ethnic enrollment data indicated that the bulk of the Black movement from the Central Region to the southeast area of the South Region has taken place in the past few years and is still continuing apace.

In 1960 the Central Region included 52.1 percent of the other non-Whites. In 1970 the Central Region's share had been cut nearly in half, plummeting to 27.0 percent. The southeast area gained the lion's share of the Central Region out-migration by other non-Whites; however, substantial gains were also made in the North Region.

Table IX-10 and Figure IX-5 portray the regional ethnic distribution of student enrollment in Seattle Public Schools from 1964 to 1971. The White overall decreases were primarily due to net out-migration.

Black gains in the southeast area were primarily due to residential in-migration from the Central Region. In 1970, 3,274 (93.4 percent) of the 3,514 southease Black students were residents. By 1971 the number of Black students residing in the southeast area had increased by approximately 400. Nearly all of these students were previous residents of the Central Region. The southward vector of Black student out-migration from the Central Region is expected to continue. Southeast area increases in Others (primarily Orientals) also were due to residential out-migration from the Central Region.

Black gains in the North Region were primarily due to the Racial Voluntary Transfer Program. In 1970, only 338 (19.9 percent) of 1702 North Region students lived there. Black student increases of 270 from 1970 to 1971 were primarily doe to transferees. North Region increases in Others were primarily residential migrants from the Central Region.

Black decreases in the Central Region were in part due to racial transferees, particularly to the North, and in part due to out-migration particularly to the southeast. Marked out-migration of Others to the southeast area of the South Region and to the North Region also occurred.

Black enrollment in the southwest area has remained relatively constant. Black racial transferees accounted for one-third of the Black students. A substantial proportion of the Others growth can be accounted for in the increased Indian population.

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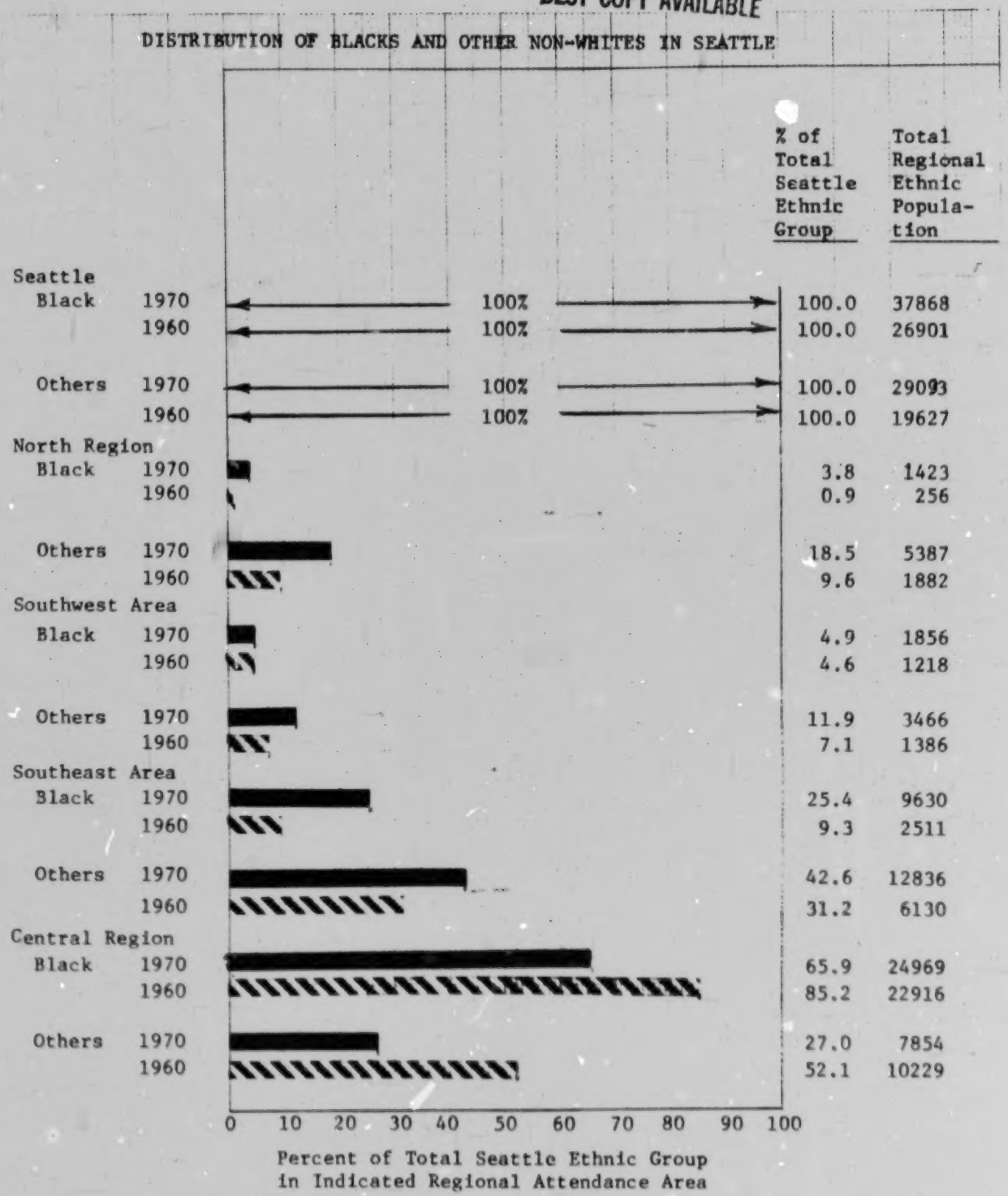
DISTRIBUTION OF BLACKS AND OTHER NON-WHITES IN SEATTLE
% of Total Seattle Ethnic Group
Total Regional Ethnic Population
Seattle
Black 1970 100% 100.0 37868
1960 100% 100.0 26901
Others 1970 100% 100.0 29093
1960 100% 100.0 19627
North Region
Black 1970 3.8 1423
1960 0.9 256
Others 1970 18.5 5387
1960 9.6 1882
Southwest Area
Black 1970 4.9 1856
1960 4.6 1218
Others 1970 11.9 3466
1960 7.1 1386
Southeast Area
Black 1970 25.4 9630
1960 9.3 2511
Others 1970 42.6 12836
1960 31.2 6130
Central Region
Black 1970 65.9 24969
1960 85.2 22916
Others 1970 27.0 7854
1960 52.1 10229
0 10 20 30 40 50 60 70 80 90 100
Percent of Total Seattle Ethnic Group
in Indicated Regional Attendance Area

FIGURE IX-4

DISTRIBUTION OF BLACKS AND OTHER NON-WHITES
BY SEATTLE REGIONAL SCHOOL ATTENDANCE AREAS
IN 1960 AND 1970

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TABLE IX-10

ETHNIC DISTRIBUTION TRENDS IN SEATTLE PUBLIC SCHOOLS

Region	Year	October First Enrollment				% of Regional Total			% of Seattle Ethnic Total	
		Total	White	Black	Other	White	Black	Other	Black	Other
All Seattle Students in Regular Classrooms	1971	76598	60208	10421	5969	78.6	13.6	7.8	100.0	100.0
	1970	82092	65970	10184	5938	80.4	12.4	7.2	100.0	100.0
	1967	92859	77387	9398	6074	83.3	10.1	6.6	100.0	100.0
	1964	92963	79338	8269	5356	85.3	8.9	5.8	100.0	100.0
Southeast Region	1971	14764	7379	3861	3504	50.1	26.2	23.7	37.1	58.7
	1970	15431	8410	3514	3507	54.5	22.8	22.7	34.5	59.1
	1967	17036	11705	2080	3251	68.7	12.2	19.1	22.1	53.5
	1964	16576	12174	1594	2808	73.4	9.6	17.0	19.3	52.4
Central Region	1971	6270	2052	3744	474	32.7	59.7	7.6	35.9	7.9
	1970	6616	1971	4119	526	29.8	62.3	7.9	40.5	8.9
	1967	9322	2999	5243	1080	32.2	56.1	11.6	55.8	17.8
	1964	10222	3091	5836	1295	30.2	57.1	12.7	70.6	24.2
North Region	1971	35168	32035	1972	1161	91.1	5.6	3.3	18.9	19.5
	1970	38099	35290	1702	1107	92.6	4.5	2.9	16.7	18.6
	1967	42083	39841	1225	1017	94.7	2.9	2.4	13.0	16.7
	1964	42138	41203	235	700	97.8	0.5	1.7	2.8	13.1
Southwest Region	1971	20396	18722	844	830	91.8	4.2	4.0	8.1	13.9
	1970	21946	20299	849	798	92.5	3.9	3.6	8.3	13.4
	1967	24418	22842	850	726	93.5	3.5	3.0	9.1	12.0
	1964	24027	22870	604	553	95.2	2.5	2.3	7.3	10.3

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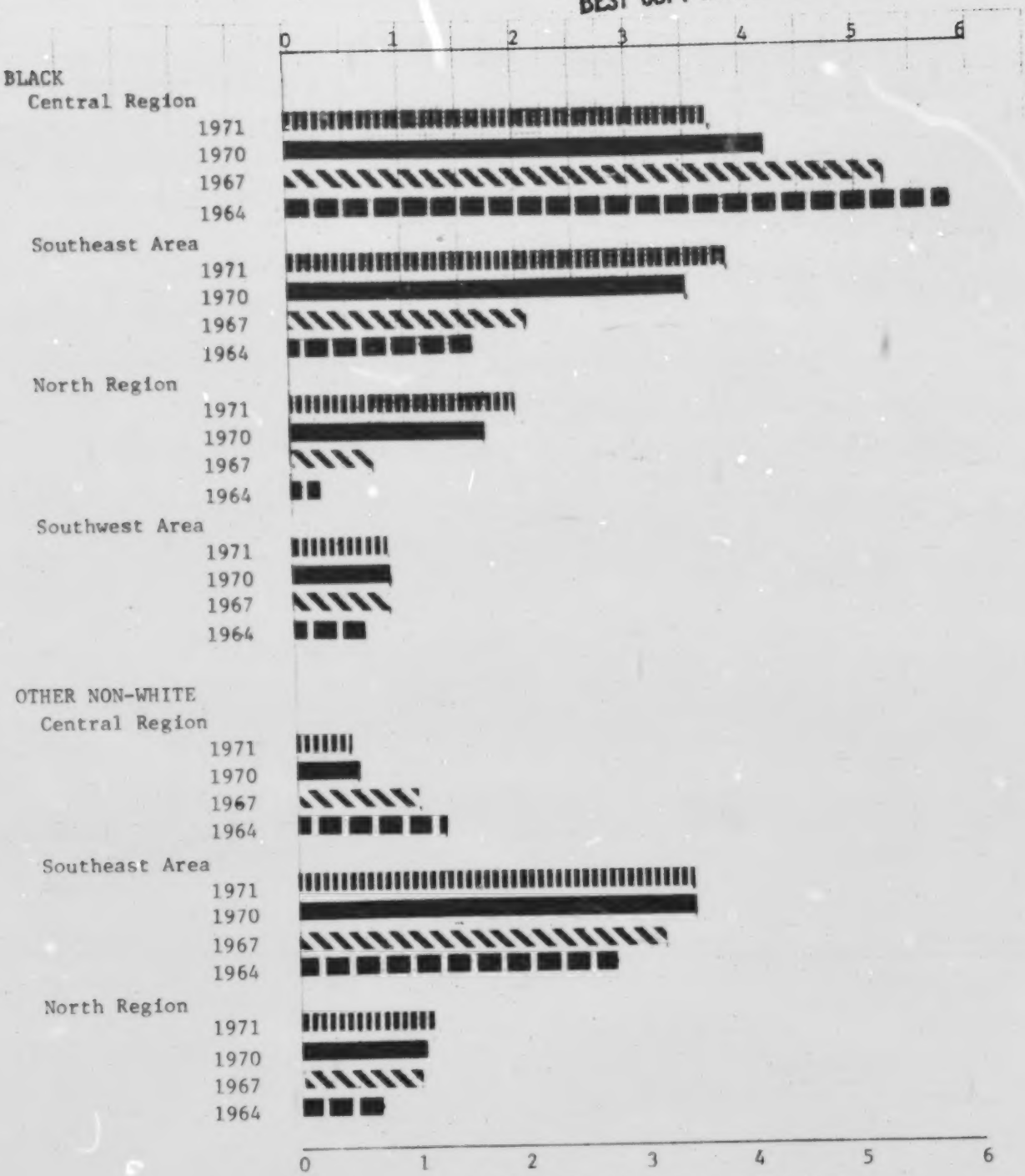

FIGURE IX-5

STUDENT ETHNIC DISTRIBUTION TRENDS IN SEATTLE
BY REGIONAL SCHOOL ATTENDANCE AREAS
1964 TO 1971

Seattle Catholic and private schools are currently 10 percent non-White in contrast to the 21 percent non-White composition of the Seattle Public Schools.

Chapter IV discusses criteria for proposed voucher plan demonstration sites and pays particular attention to the Cleveland, Franklin, Rainier Beach, and Sealth High School attendance areas. Comprehensive parental opinion and attitudinal surveys on the voucher plan have been conducted in these areas.

Table IX-11 details the 1971 ethnic composition of the elementary public and Catholic schools in the recommended demonstration area of Map IV-1. The ethnic data are for the nineteen public elementary schools of the Cleveland, Rainier Beach, and Sealth attendance areas and grades one to six of the five Catholic schools in the same area. The non-White percentage of all twenty-four schools is 30.0.

School Enrollment in Seattle: Trends, Composition, and Age Group Analyses

The age group population profile of the City of Seattle changed appreciably from 1960 to 1970. Figure IX-6 graphically depicts the 1960 and 1970 age group profiles of the City of Seattle. The younger five year age groups 0-4, 5-9, 10-14, 15-19, and 20-24 show a 1960 pattern of decreasing population with increasing age and a 1970 pattern of increasing population with increasing age. The decline in the under five year olds is apparent as is the loss in five to fourteen year olds. Gains in the 20-24 year age group can largely be attributed to the burgeoning University of Washington enrollment (18,000 in 1960 and 33,000 in 1970).

Figure IX-6 and a portion of the following tabulation show comparisons of the same age groups. This comparison shows the ten year change in age group profile. Another method compares the 1970 age group with the 1960 age group advanced ten years. This method, for example, would compare the 30-39 age group in 1970 with the 20-29 age group in 1960. This method gives the population changes within the age group due to migration and deaths.

CHANGES IN POPULATION OF SEATTLE
BY AGE GROUP 1960 to 1970

Age Group 1960 and 1970	Change 1960 to 1970	Population 1960 by Age Groups	Population 1970 by Age Groups	Change* 1960 to 1970	Population 1960	Age Group 1960
0 to 9	-27408	98801	71393	-	-	-
10 to 19	+ 2531	82259	84790	-14011	98801	0 to 9
20 to 29	-28911	70490	99401	+17142	82259	10 to 19
30 to 39	-22428	71944	49566	-20924	70490	20 to 29

*Change with 1960 population advanced ten years.

The preceeding tabular data tend to support the thesis that younger parents and their children are net out-migrants.

TABLE IX-11

ETHNIC DISTRIBUTION OF GRADES K TO 6 IN
PUBLIC AND CATHOLIC SCHOOLS OF CLEVELAND
RAINIER BEACH, AND SEALTH ATTENDANCE AREAS
AS OF OCTOBER 1, 1971

	Total	White	Spanish	White Total	Black	Indian	Japanese	Chinese	Filipino	Other
Public Schools										
Beacon Hill	425	81	3	84	95	5	48	158	27	8
Concord	325	285	15	300	3	14	--	1	1	6
Dearborn Park	499	147	6	153	158	4	74	73	23	14
Kimball	520	113	13	126	144	4	77	112	42	15
Maple	477	319	10	329	47	11	28	25	33	4
Van Asselt	694	166	7	173	389	6	42	43	27	14
Dunlap	509	272	15	287	161	1	30	8	17	5
Emerson	783	585	6	591	60	--	44	16	6	6
Rainier View	409	279	7	286	48	6	49	15	4	1
Wing Lake	421	149	11	160	148	16	40	26	21	10
Arbor Heights	681	655	5	660	10	2	2	3	1	3
Cooper	441	362	5	367	36	17	--	3	7	11
Fairmount Park	504	414	8	422	43	29	7	2	--	1
Fauntleroy	467	439	--	439	5	--	12	1	6	4
High Point	364	172	14	186	124	38	--	--	13	3
Highland Park	782	723	18	741	12	16	4	4	1	4
Hughes	530	485	9	494	10	17	4	--	1	4
Roxhill	495	383	25	408	53	19	--	5	8	2
Sanislo	377	347	7	354	20	3	--	--	--	--
Public Schools Total Students	9643	6376	184	6560	1566	208	461	495	238	115
% Ethnicity	100.0	66.1	1.9	68.0	16.2	2.2	4.8	5.1	2.5	1.2
Catholic Schools										
Guadalupe	162	141	11	152	5	2	--	--	2	1
Holy Family	164	155	5	160	4	--	--	--	--	--
St. Edward	320	232	13	245	31	5	8	2	26	3
St. George	194	168	3	171	11	5			2	5
St. Paul	200	181	5	186	1	--	5	--	8	--
Catholic Schools Total Students	1040	877	37	914	52	12	13	2	38	9
% Ethnicity	100.0	84.3	3.6	87.9	5.0	1.2	1.2	0.2	3.7	0.8
All Schools Total Students	10683	7253	22.1	7474	1618	220	474	497	276	124
% Ethnicity	100.0	67.9	2.1	70.0	15.0	2.0	4.4	4.7	2.6	1.2

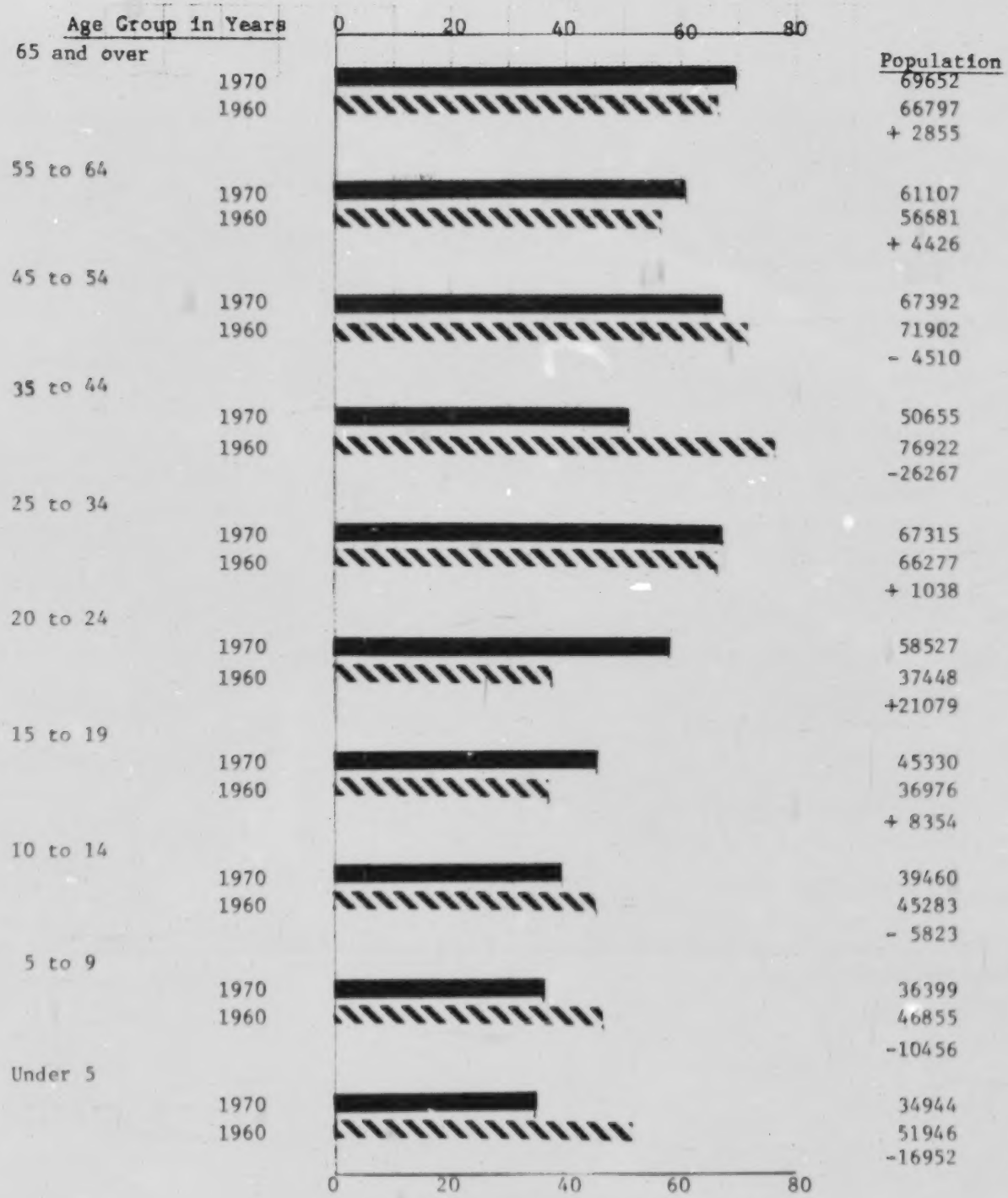

FIGURE IX-6

CHANGES IN POPULATION OF SEATTLE
BY SPECIFIC AGE GROUPS
BETWEEN 1960 AND 1970

Age group distribution of the younger population as reported by the census is an excellent indicator of future school enrollments. Figure IX-7 shows the King County population count for each year of age for children from one to ten years of age as reported by the 1960 and 1970 censuses. In 1960 each year group was, in general, larger than the next year older age group. This meant an increasing first grade enrollment with grade progression increases. The King County by grade enrollment data through 1968 shown in Table IX-12 is illustrative. The first grade increased every year from 1955 through 1968. Returning to Figure IX-7 and contrasting 1970 with 1960, instead of a regular population pyramid an inverted population appears. Each younger age group is, in general, smaller than their one year older elders. This inverted population pyramid is the result of declining birth rates in the 1960's coupled with selective net out-migration of younger children and their parents. Schools will therefore be faced with declining primary grade enrollments during the 1970's. This in turn will lead to reduced upper grade enrollments as time progresses. Illustrative of the current trend are current King County enrollment data of Table IX-12. *In 1971 for the first time in the entire history of King County, public school enrollment in the twelvth grade was greater than public school enrollment in the first grade.*

In 1954 Seattle annexed a substantial area of the North Region. The 1960 population of the annexed area was 86,079 (15.5 percent of Seattle's 1960 population of 557,087). Seattle Public School enrollment soared from 74,653 in 1953 to 84,721 in 1954, primarily as a result of annexation. Seattle Public Schools grew spectacularly between 1954 and 1958, reached a peak enrollment in 1962, gradually declined through 1968, and have since declined at increasingly steeper rates. Table IX-13 summarizes Seattle Public School enrollments from 1954 to 1971. The drastic decreases in kindergarten enrollment and the lower elementary grades from 1962 on will be noted as will the different enrollment pattern of grades 9-12.

Figure IX-8 compares Seattle births with kindergarten enrollments five years later. The highly correlated data are self-explanatory. Studies have shown that over 95 percent of eligible five year olds enter public school kindergarten in Seattle. The number of kindergarten enrollees is, however, only approximately two-thirds of the number of Seattle births five years earlier. The remaining third of those born five years earlier have, in company with their parents, moved to Suburbia.

Over five-sixths of Seattle's K-12 student enrollment has consistently attended the public schools. In the eleven year 1960 to 1971 period, enrollment in all Seattle schools, public, Catholic, and private, decreased 21.1 percent with slightly over half the decline occurring in the past two years of that time period.

SCHOOL ENROLLMENTS IN THE CITY OF SEATTLE

Oct. 1 of Year	Total	Public	Catholic	Private
1960	115158	97543	15957	1658
1969	103441	89502	11901	2038
1970	97205	84669	10617	1919
1971	90885	79626	9551	1708
Change, 1960 to 1971				
Number	-24273	-17917	-6406	+50
% of 1960	- 21.1	- 18.4	- 40.2	+ 3.0

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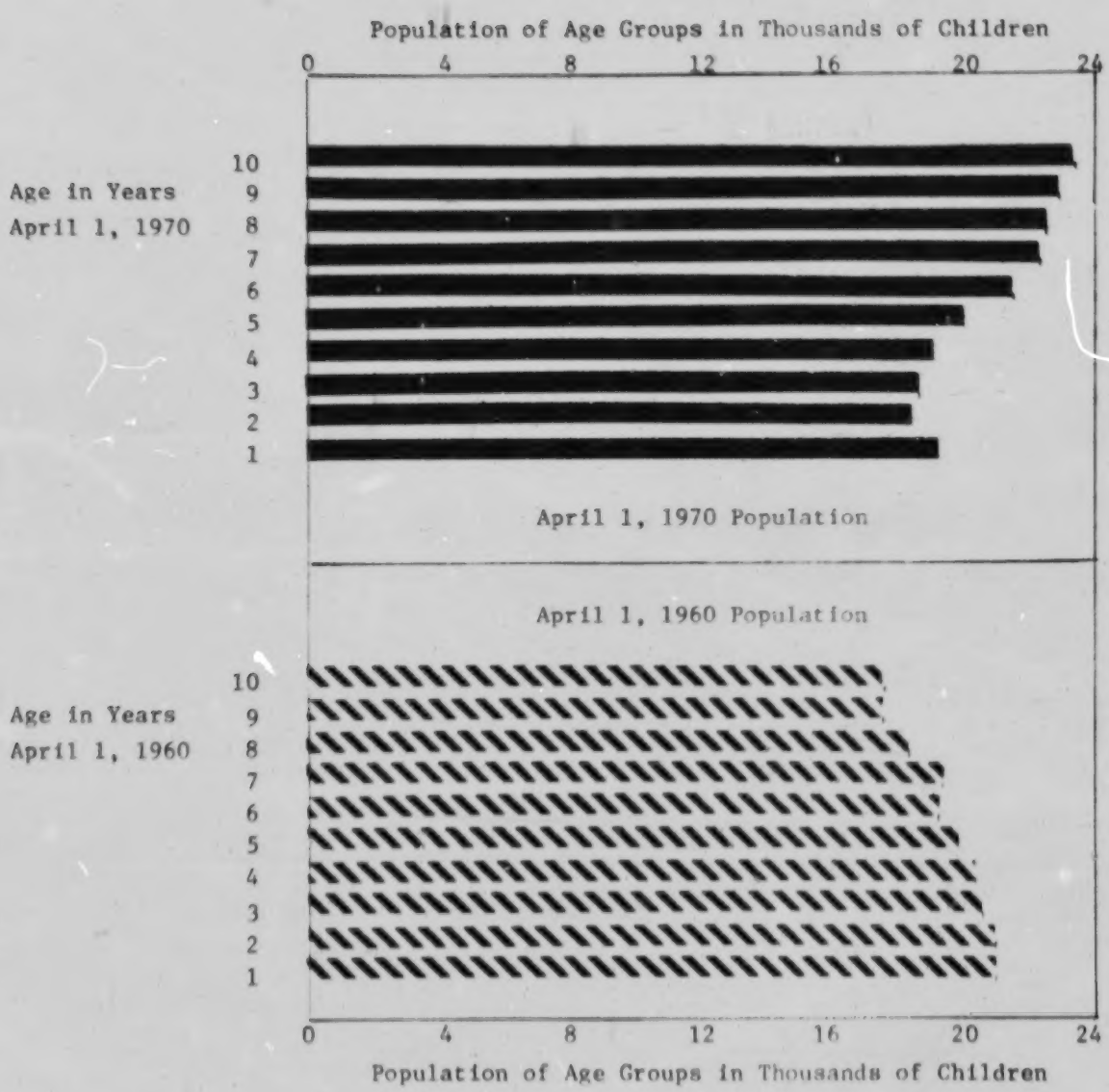

FIGURE IX-7

KING COUNTY POPULATION BY YEARS OF AGE FOR CHILDREN
ONE TO TEN YEARS OF AGE
IN 1960 AND 1970

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TABLE IX-12

ENROLLMENT IN KING COUNTY PUBLIC SCHOOLS
BY GRADE IN 1955, 1960, AND 1965 TO 1971

October First of Year	Enrollment by Grade in Year Shown							
	K	1	2	3	6	9	12	Total
1971	17154	17794	19081	19683	20225	20638	17811	254165
1970	18738	20408	20340	21041	20974	20711	17350	262376
1969	20904	21646	21691	21701	21402	20216	17088	267163
1968	21538	22495	21751	21132	20810	19791	16472	264084
1967	21932	21955	20805	20498	19997	18860	15752	254934
1966	21478	20366	19922	19120	18237	17933	15161	243806
1965	17564	19549	18625	18313	17235	16801	15252	234349
1960	14865	17832	17302	16680	15371	14140	10625	198655
1955	11484	15319	15326	16616	11493	8875	6555	150806

TABLE IX-13

ENROLLMENT IN SEATTLE PUBLIC SCHOOLS
1954 THROUGH 1971

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Grade Levels	Enrollment in Seattle Public Schools On October First of Year Shown							
	1954	1958	1962	1966	1968	1969	1970	1971
Students in Regular Classrooms								
Kindergarten	8940	9313	8956	8160	7546	6837	6007	5402
1 to 4	32559	32137	30359	28551	28250	26879	25011	22463
5 to 8	23583	29483	28460	27848	27528	26540	25015	23462
9 to 12	18182	22439	28714	28502	27767	26881	26059	25271
K to 12	83284	93732	96489	93061	91091	87137	82092	76598
Special Education Students								
Total	1457	1817	2837	2356	2360	2365	2577	3028
Enrollment Grand Total	84721	95549	99326	95417	93451	89502	84669	79626

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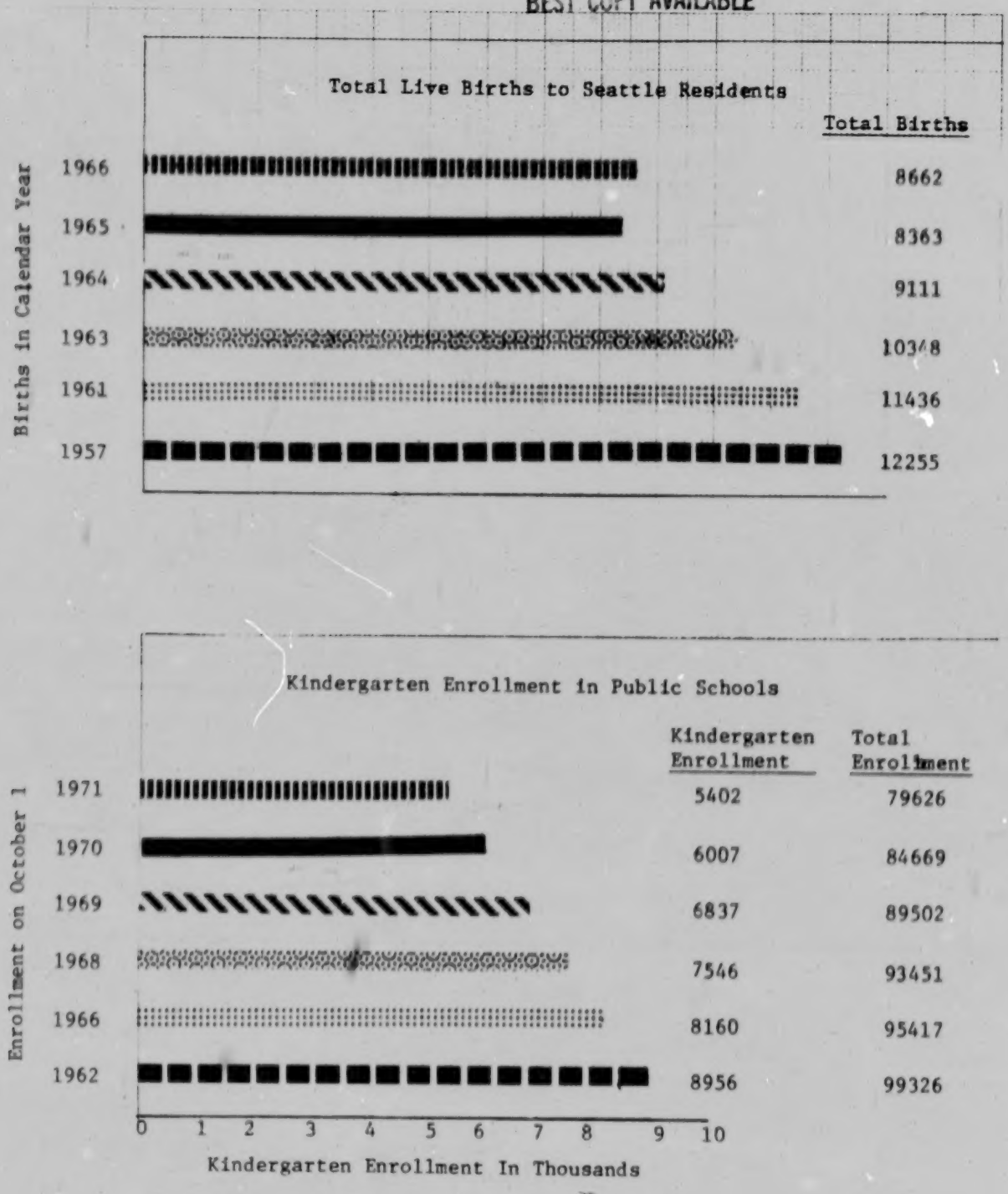

FIGURE IX-8

COMPARISON OF SEATTLE BIRTHS IN SELECTED YEARS
AND KINDERGARTEN ENROLLMENT FIVE YEARS LATER

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The marked declines in the past two years are painfully evident. Reduced birth rates in the 1960's, selective out-migration of younger parents, and the economic downturn are all causal factors.

Table IX-14 portrays enrollment changes in Seattle and Suburbia schools, public, Catholic, and private, for the period 1960 to 1970. In 1960 Seattle school enrollments were over half the King County total; by 1970 Seattle's share of King County enrollment had declined to one-third. In Seattle in 1970 public schools accounted for 87 percent of the enrollment, Catholic schools for 11 percent, and private schools for 2 percent. In Suburbia in 1970 public schools enrolled 95 percent of the students, Catholic schools 3 percent, and private schools 2 percent. In 1971, K-12 enrollment in all King County schools decreased by nearly ten thousand from 1970.

Pupils in grades K-12 generally range in age from five to seventeen years. However, a significant proportion of the seniors in high school have reached their eighteenth birthday by October 1 of their senior year. This group involves somewhat less than half of the community's total eighteen year olds.

Figure IX-9 graphically depicts the correlation between the census population of five to seventeen year olds in 1960 and 1970 with total Seattle K-12 school enrollments in those years. School enrollment data for 1971 are also portrayed. The high correlation between age groups and enrollments will be noted as will the declines in enrollments, particularly in the lower age groups. The data indicate that a higher proportion of five to seventeen year olds were enrolled in 1960 than in 1970. It should be borne in mind that census data are as of April 1, enrollment data are as of October 1, and the early 1960's were a period of increasing enrollment in contrast to the declines of the early 1970's.

Anticipated Future Near-Term Levels of Enrollment In Seattle Schools, Public and Non-Public

In 1960 Seattle Schools enrolled 115,158 students in K-12 of which 97,543 were in public and 17,615 were in non-public schools. In 1971 there were 90,855 students enrolled of which 79,626 were in public and 11,259 were in non-public schools. By 1974 (October 1 of school year 1974-75) it is anticipated that public school enrollment in Seattle will drop to 69,651 and non-public school enrollment in Seattle will decrease to 10,133 for a total 1974 Seattle K-12 enrollment of 79,784.

Table IX-15 and Figure IX-10 depict the actual and anticipated levels of Seattle Public School enrollment in 1968, 1971, and 1974. This general declining enrollment pattern should, given present assignment patterns, minimize building needs and should also reduce problems of distribution within the context of a voucher demonstration.

These forecasts have been made in a conservative vein and assume moderate economic recovery. If the economic climate shows a dramatic upturn in the next eighteen months, the 1974 forecast may be as much as 3 percent low. If, on the other hand, the present desultory economic climate persists through 1973, the 1974 projections may be as much as 5 percent high. Moreover, drastically reduced 1971 birth rates in Seattle and throughout King County, with no evidence of an upswing trend in births forthcoming, do not augur well for even slightly increased

TABLE IX-14

ENROLLMENT CHANGES IN ALL KING COUNTY SCHOOLS
PUBLIC, CATHOLIC, AND OTHER PRIVATE
1960 TO 1970

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Locale and Category of Schools	Student Enrollment October 1, 1970			Student Enrollment October 1, 1960			Change 1960 to 1970
	Number	% of Locale	% of County	Number	% of Locale	% of County	
SEATTLE							
Seattle Public Schools							
Regular Classrooms							
Kindergarten	6007	6.2	--	8837	7.7	--	- 2830
Grades 1 to 4	25011	25.7	--	31010	26.9	--	- 5999
Grades 5 to 8	25015	25.8	--	29919	26.0	--	- 4904
Grades 9 to 12	26059	26.8	--	25287	21.9	--	+ 772
Total K to 12	82092	84.5	28.7	95053	82.5	42.7	- 12961
Special Education Total Students	2577	2.7	0.9	2490	2.2	1.1	+ 87
Seattle Public Schools Grand Total	84669	87.2	29.6	97543	84.7	43.8	- 12874
Seattle Catholic Schools							
Grades 1 to 8	7182	7.4	--	12167	10.6	--	- 4985
Grades 9 to 12	3435	3.5	--	3790	3.3	--	- 355
Total Grades K to 12	10617	10.9	3.7	15957	13.9	7.2	- 5340
Other Private Seattle Schools - Total Grades K to 12	1919	1.9	0.7	1658	1.4	0.7	+ 261
All Seattle Schools Grand Total	97205	100.0	34.0	115158	100.0	51.7	- 17953
SUBURBIA							
Public Schools							
Total Grades K to 12	179946	95.2	62.9	101112	94.1	45.4	+ 78834
Catholic Schools							
Total Grades K to 12	5756	3.0	2.0	4346	4.0	2.0	+ 1410
Other Private Schools							
Total Grades K to 12	3341	1.8	1.1	2004	1.9	0.9	+ 1337
All Suburbia Schools Grand Total	189043	100.0	66.0	107462	100.0	48.3	+ 81581
KING COUNTY Overall	286248	--	100.0	222620	--	100.0	+63628

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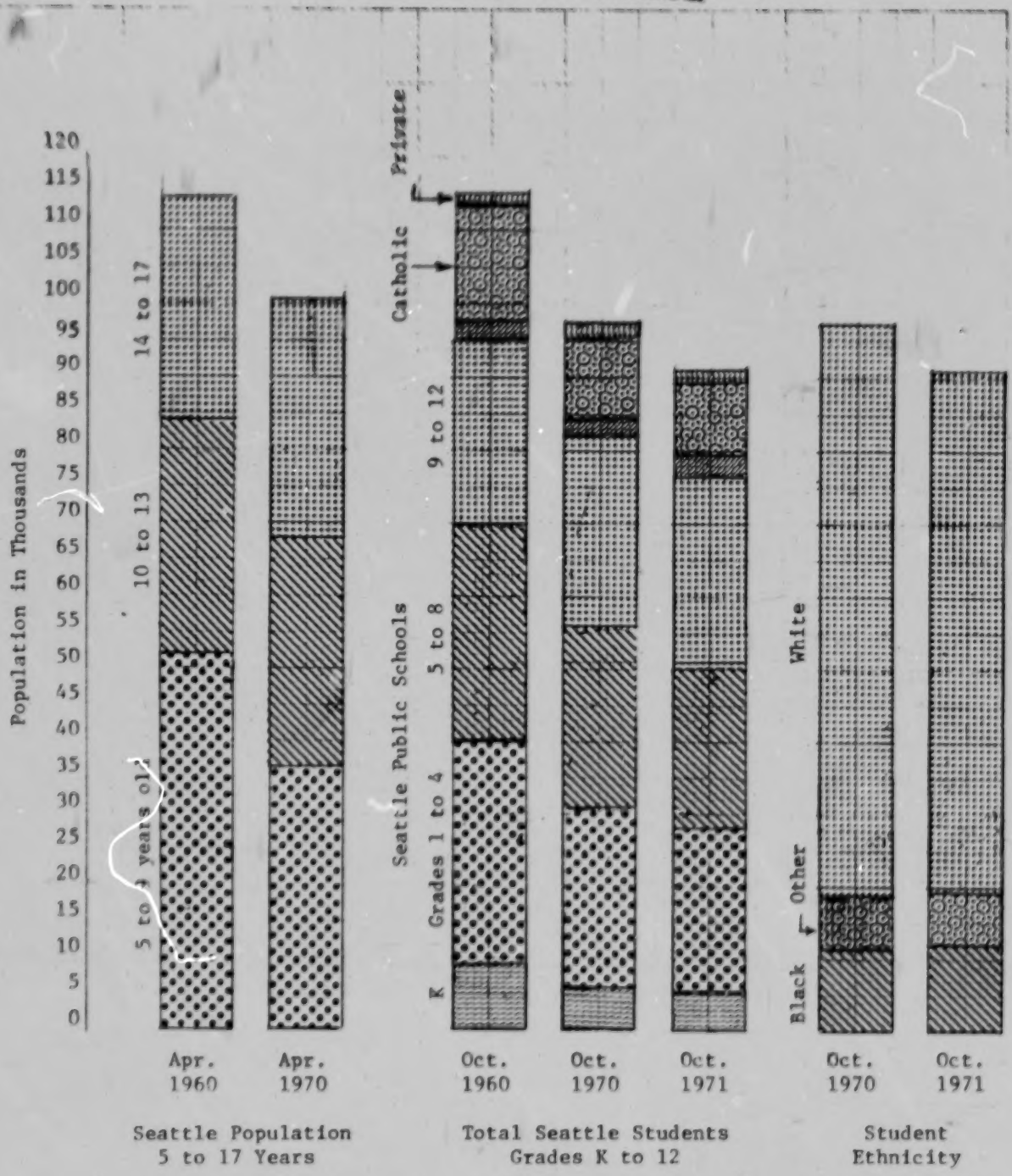

FIGURE IX-9

COMPARISON OF SEATTLE STUDENT POPULATIONS
1960, 1970, AND 1971

TABLE IX-15

ACTUAL AND ANTICIPATED LEVELS OF ENROLLMENT
SEATTLE PUBLIC SCHOOLS
1968 TO 1974

Grade Levels	October 1 1968	October 1 1969	October 1 1970	October 1 1971	October 1 1972	October 1 1973	October 1 1974
K - 4	35796	33716	31018	27865	25828	24079	22807
K - 6	49579	46848	43344	39607	37160	34805	32965
7 - 9	20622	20045	19328	18050	17121	16685	16044
10 - 12	20890	20244	19420	18941	18560	17842	17042
K	7546	6837	6007	5402	5000	5000	5000
1 - 4	28250	26879	25011	22463	20828	19079	17807
5 - 8	27528	26540	25015	23462	22574	21745	20793
9 - 12	27767	26881	26059	25271	24439	23508	22451
Regular Total	91091	87137	82092	76598	72841	69332	66051
Special Total	2360	2365	2577	3028	3200	3400	3600
Grand Total	93451	89502	84669	79626	76041	72732	69651

	Actual Enrollment Oct. 1, 1968	Actual Enrollment Oct. 1, 1971	Actual Enrollment Oct. 1, 1974
Total	93451	79626	69651
Special Education	2360	3028	3600
K - 12	91091	76598	66039

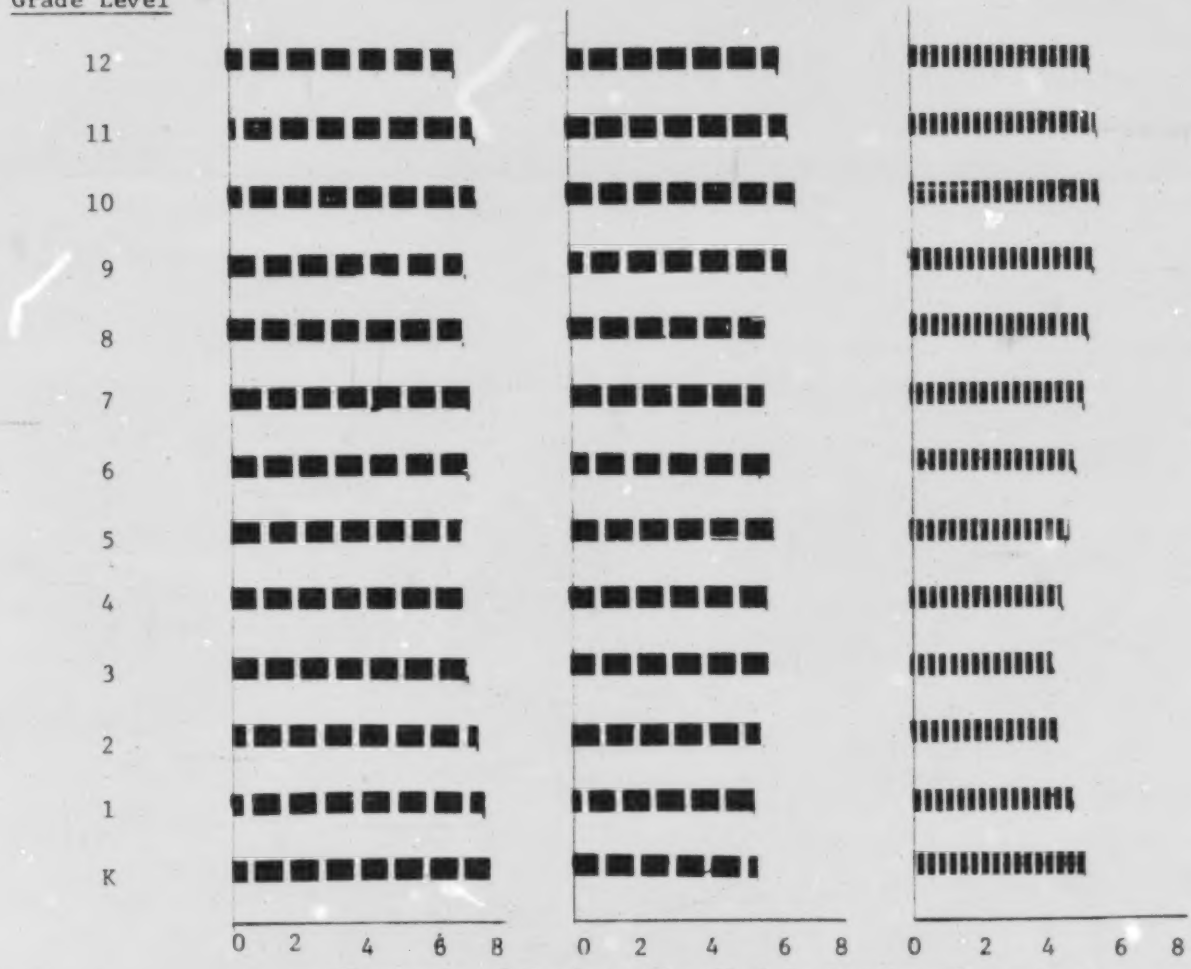

FIGURE IX-10

ACTUAL AND ANTICIPATED LEVELS OF STUDENT ENROLLMENT
OF SEATTLE PUBLIC SCHOOLS IN 1968, 1971, AND 1974

enrollments by 1980. It should be borne in mind that the entering kindergarten class of school year 1976-77 is already born. Augmentation of 1980 grades four and higher, if it occurs, will have to be by selective net in-migration.

A word of caveat is in order. Quantitative school enrollment forecasts may be developed utilizing the most sophisticated mathematical techniques and formulae. Frequently such knowledgeable treatment, including touching all bases, is highly warranted. If, however, even one of the key assumptions proves invalid the complex equations may lead to results far afield. A Seattle School District enrollment projection for 1974 made in January, 1969, would have an entirely different set of forecasting parameters than one made in January, 1972. It is believed there is a 90 percent chance the 1974 projections detailed herein are valid within the limits stated.

CHAPTER X: PUBLIC INFORMATION AND ATTITUDES TOWARD VOUCHERS

In studying a relatively new idea like vouchers, one should make every effort to inform the general public (and particularly those persons most directly affected) regarding the key elements of the plan. Informing the public about vouchers is never really completed and to be effective it must utilize a wide variety of communications channels, and the content itself must be adapted to the varying populations involved. A major part of the BSSR involvement in Phase II has been that of coordinating information programs. A citizens' committee (appointed by the Voucher Study Committee) has worked closely with the BSSR on some of the various information programs and has provided valuable counsel on many aspects of the community information program. To provide the reader a more complete view of the community information effort, we turn in succeeding sections of this chapter to a more detailed description of the community information programs conducted during Phase II and a summary of general public reactions to key components of the proposed voucher model.

Community Information Programs

An important aspect of the BSSR feasibility study has been the development of a community information program. A primary obstacle to this effort has been the lack of detailed information available for community reaction. Such information covering key elements of the voucher plan was simply not available prior to the completion of the BSSR voucher plan design in December, 1971. The misinformation generated by many individuals and organizations who were only partially informed about vouchers also created problems. Despite these problems, the BSSR has attempted to inform Seattle citizens about vouchers through speaking engagements, newspaper articles, TV appearances, information disseminated through the School District, and numerous individual contacts. Questions and concerns about vouchers resulting from these contacts have been recorded and taken into consideration in the development of the BSSR voucher plan design.

The many requests for speakers on vouchers at the beginning of the Phase II feasibility study resulted in the development of a Speakers Bureau. Most of the speakers have been BSSR staff members; however, the Seattle Teachers Association, the Center for the Study of Public Policy, and individual citizens have participated in several presentations. Depending upon the nature of the request, speaking engagements have been conducted according to either an informational or debate format. Speakers have been assisted by the use of a filmstrip developed by the BSSR to outline key dimensions of the voucher plan; and various types of voucher literature devised for distribution at the presentations are contained in Appendix F.

At the beginning of the Phase II feasibility study, voucher presentations took place on a city-wide basis. Initial contacts included (but were not limited to) the twelve school advisory councils and a number of Washington education groups, including the Washington Association of Program Administrators and Supervisors, Washington State School Directors, and Association of Classroom Teachers. More recently, speaking engagements have been scheduled primarily in the four high school attendance areas recommended for further study as

the potential demonstration site: Franklin, Rainier Beach, Cleveland, and Sealth.* To enlarge the base of information in this area, a community information coordinator and a consultant group, University Information Systems, were hired. A record has been kept of all voucher meetings and these records are available at the Bureau of School Service and Research.

To encourage the involvement of the media in disseminating voucher information, a press luncheon was held on November 9, 1971, at which time key facts about vouchers were presented. Subsequently, the voucher idea has been discussed on several TV programs and news broadcasts, on the radio and in numerous newspaper articles. BSSR staff members have been involved in the development of several press releases to facilitate this communications process.

In addition to information dissemination through the media, a two-page brochure describing the education voucher study was distributed to approximately 40,000 parents of public and non-public elementary school children on October 26, 1971. This brochure distribution included a cover letter from Ms. Forrest Smith, Seattle School Board President at that time.

The final thrust of the community information program involved the establishment of a Voucher Community Information Office at 7621 Rainier Avenue South in Seattle. It was felt that before the School Board decided whether to proceed with a voucher demonstration (decision scheduled for March, 1972), citizens in the hypothetical demonstration area(s) should be fully informed about vouchers, and, if possible, should become involved in disseminating information to their communities.

Staff members working at the Community Information Office prepared and distributed information in Spanish and Chinese; arranged meetings with minority groups, low-income people, and organizations who had been previously uninformed about the voucher study; distributed posters advertising public hearings on the voucher study and leaflets describing the plan to stores, adult education centers, and community agencies; and answered questions and information requests from citizens.

Public Opinions Toward Vouchers

In addition to conducting a major public information program on vouchers, the BSSR was asked to conduct an assessment of public opinions toward a possible voucher demonstration in Seattle. This assessment was to include opinions of both the general populace and community groups which might have a specific interest in and/or be affected by a voucher demonstration in Seattle. Position statements of key community groups are presented in Chapter XI; we examine here the general public opinions as they relate to various components of the voucher plan.

The assessment of general public opinions by the BSSR has been accomplished through the interview format. Two separate surveys - one in early November, 1971, and the other in February, 1972 - have formed the basis for most of the information on opinions. A detailed explanation of the methodology used in both of these

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*The BSSR has participated in over 200 informational meetings regarding the voucher plan.

TABLE X-1

OPINIONS TOWARD KEY VOUCHER CONCEPTS

Statement[a]	Respondent Group[b]	Percent of Respondent Group				
		Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Parents should be able to send their child to any school they want (Item #2).	Public	21.7	56.8	5.8	12.8	2.9
	Total	20.5	54.7	5.8	16.8	2.2
2. Parents who are dissatisfied with their own public schools should be given means to establish their own schools (Item #14).	Public	4.0	25.3	16.8	43.4	10.5
	Total	6.1	24.3	14.7	45.2	9.7
3. Parents are sufficiently well informed to select their children's schools (Item #16 reversed).	Public	3.1	35.4	16.9	38.3	6.3
	Total	3.4	34.8	20.5	37.3	4.0
4. Parochial schools should receive tax support for education except for the cost of actual religious instruction (Item #20).	Public	6.5	41.6	14.4	28.5	9.0
	Total	9.0	39.5	13.3	28.7	9.5
5. According to information available at the present time, the voucher plan would appear to be a good thing for the Seattle School System.[c]	Public	17.3	37.2	23.1	15.9	6.5
	Total	16.3	37.2	21.2	19.0	6.4

[a]The item number designation attached to each statement refers to the number of the item as listed in Section II of the survey instrument. See Appendix A.

[b]The two respondent groups represented here are "public" and "total," with "public" referring to the subsample of 449 parents with children in the public schools and "total" referring to the entire sample of 1453 residents.

[c]This statement is a slightly revised version of the final question asked all respondents; however, it contains the essence of that question. Each respondent received a summary statement on vouchers (taken directly from the September 26, 1971, issue of *Seattle Times*) prior to responding to the statement. See Appendix A.

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surveys and copies of the survey documents themselves are found in Appendices A and C of this report. At the time of this printing, summary information was available only on the first of these two survey efforts. The first survey was conducted in ten of the twelve high school attendance areas in the city; the interview guide including specific questions asked is found in Appendix A.

Looking first at opinions toward the voucher idea and its key elements as presented in Table X-1, we observe that parents are generally supportive of the voucher plan (Statement #5), with 53 percent of the total sample having a favorable opinion toward a voucher demonstration in Seattle. The public school parents and the total population have quite similar views on the merits of a voucher plan in Seattle with less than 25 percent of either group definitely opposed to a voucher plan. Opinions about vouchers are evidently not influenced by the level level of information among respondents. In Table X-2, we note that a group of 912 respondents having no prior information on vouchers had an almost identical attitude toward the voucher idea as did the total sample of 1453 persons.

TABLE X-2

VOUCHER PLAN AND AWARENESS LEVEL*

Statement	Respondent Group	Percent of Respondent Group		
		Agree	Undecided	Disagree
The voucher plan would appear to be a good thing for the Seattle School System.	Respondents with No Prior Information on Vouchers	52.4	22.8	23.8
	All Persons Responding to Survey	53.5	21.2	25.4

*In this Table, we compare the 912 respondents who had not heard of vouchers prior to the interview with the total sample of 1453 respondents.

Returning to Table X-1, we note that the single key voucher component most strongly influencing the positive opinions about vouchers relates to parental control over school assignment (Statement #1). The opinions toward this statement are no doubt influenced by the current conflict revolving around desegregation and mandatory bussing within the Seattle Public Schools. That this parental control over school assignment should extend to the establishment of new schools is called into question by the response to Statement #2 in Table X-1. Over 50 percent of both respondent groups felt that dissatisfied parents should not be given the means to establish their own schools. This latter provision is, of course, an important aspect of the voucher model as presented in Part Two of this report.

There appears to be little agreement within either the total population or the parent groups as to whether parents are sufficiently well informed to select a school for their youngsters (Statement #3). General absence of agreement on this matter seems to hold up regardless of the social or economic status of the

respondents in question. None of the statements about key components of the voucher idea result in greater variance of opinion than the one dealing with aid to parochial schools (Statement #4). While almost 50 percent of all respondents tend to favor such aid, we also find approximately 40 percent opposed. Had the statement not excluded public aid for religious instruction, this opposition group would undoubtedly have been much greater.

Based upon this first survey of citizen attitudes, we conclude that a significant degree of public support does exist for vouchers; however, the support appears to be most heavily influenced by a view that vouchers will permit parents to select their children's schools. The extent to which this latter position is motivated by a rejection of mandatory bussing plans currently under study in Seattle is not known at this time. Should this anti-bussing motivation be significant, the support for vouchers as reflected in this survey undoubtedly represents a false hope on the part of some respondents, since the same desegregation standards will apply both within and outside any voucher demonstration area. Because of these problems of interpretation and the desire to obtain a more recent (and hopefully more informed) reading of opinions toward the voucher plan, the BSSR is currently conducting another survey of citizen opinions within the proposed demonstration area as outlined in Map IV-1. This survey effort, which is detailed in Appendix C, should assist decision makers in assessing general public opinions toward vouchers; and, because of the larger sample being used in this survey, it should provide reliable baseline data in the event Seattle decides to implement a voucher demonstration.

Before concluding this summary of citizen opinions, some mention should be made of the community information and opinion assessment work subcontracted under this study to University Information Systems (UIS), a private consulting firm with considerable experience in communicating with public officials and community leaders. A summary of information, dissemination, and opinion assessment efforts conducted by UIS is included in Appendix D of this report. It is important here to point out that UIS worked primarily with legislators, PTA leaders, clergymen, and community action groups. In November, 1971, a large representative sample from each of these leadership groups received an initial mailing of basic information on the education voucher plan. Follow-up meetings were held with many of the groups involved, and each person receiving the basic information packet was encouraged to return a questionnaire summarizing his or her interests in and reactions to the voucher plan. Approximately 40 percent of those responding to the UIS questionnaire rated the information received as being good or excellent. Consistent with the general opinions toward information already reported on parent school choice, approximately 83 percent of all persons responding to the UIS survey indicated some degree of support for parents having a greater degree of choice in the school their youngsters attend. While the rate of return on the UIS survey was somewhat disappointing, those persons responding indicated a strong interest in the voucher idea and gave strong support to certain of its key components. Again, the reader is referred to Appendix D for a more detailed account of the UIS activities.

In the next chapter we examine official positions of various groups involved in the decision-making process as they relate to a voucher demonstration.

CHAPTER XI: ORGANIZATIONAL ATTITUDES TOWARD A VOUCHER DEMONSTRATION

The U.S. Office of Economic Opportunity (OEO) was the focus of an article in the February 5, 1972, issue of *Saturday Review*. The article, written by Peter Janssen, quoted John Wilson, former director of Planning, Research, and Evaluation of the OEO:

> "When I arrived at OEO," Wilson says, "I felt strongly that the Office of Education accepted the existing educational framework. We had to move outside that framework. We had to think that nothing was sacrosanct. The old ideas for improving the schools - lower pupil-teacher ratios, higher quality teaching as measured in terms of experience and degrees, higher salaries, better libraries - all were making only marginal changes. So OEO had to get into institutional change, into high-visibility, high-risk operations. We let the Office of Education work with existing institutions. We wanted OEO to look at social issues and the framework of education. With performance contracting and vouchers we got rapidly into the area of institutional change. We tested the water, got new ideas into the arena, forced people to think of alternatives..."

Much of the data presented in the following sections reflect the attitudes of organizations in the Seattle area toward the OEO voucher plan and the philosophy underlying that proposal.

Opposing Attitudes

Education associations. The education voucher concept, as represented in the OEO consideration of an experiment, has been opposed by a number of educational organizations. The positions taken by some groups in the Seattle area reflect the stands of their parent organizations at the national level. One of the first local groups to follow the lead of its national affiliate by not supporting a voucher demonstration in Seattle was the Seattle Teachers Association (STA).

The National Education Association (NEA) passed an anti-voucher resolution at its Representative Assembly in 1970. In Resolution 70-13, the NEA states:

> "The so-called 'voucher plan' under which education is financed by federal or state grants to parents could lead to racial, economic, and social isolation of children and weaken or destroy the public school system.
>
> The Association urges the enactment of federal and state legislation prohibiting the establishment of such plans and calls upon its affiliates to seek from members of Congress and state legislatures support for this legislation."

Before the end of the Phase I feasibility study, the STA representative of the Voucher Study Committee, as reported in the Phase I report published by the BSSR,

felt that "continuing the voucher feasibility study through Phase II would serve no useful purpose for the Seattle Public Schools" and requested that her opinion be recorded.

STA opposition was formalized on October 4, 1971, when the STA Executive Committee passed a motion which was to be submitted to the Representative Assembly of the STA recommending that the STA "strongly oppose further implementation of the OEO voucher plan in Seattle Schools" and encouraged the STA officers "to take whatever steps necessary to block it." The Executive Committee action was announced publicly by the STA Assistant Executive Secretary at a meeting on October 4, 1971, of the Rainier Beach Junior-Senior High parents. The Assistant Executive Secretary and Dr. Robert Anderson, Director of the BSSR, had been invited to discuss the voucher plan at the Rainier Beach meeting. The October 4 meeting at Rainier Beach was the first joint appearance of representatives from the BSSR and the STA in a public information session.

A series of debates was sponsored by the BSSR during late October and early November. Debaters were representatives of the STA and a representative of the Center for the Study of Public Policy in Cambridge, Massachusetts. On November 15, 1971, the STA announced that it would not participate in additional public debates. The *Seattle Times* wrote on November 15, 1971:

> "The Seattle Teachers Association today announced that it will not participate in any more public debates involving a possible federally financed school-voucher experiment in Seattle.
>
> 'We feel that we are being used to publicize the voucher system which takes public money and gives it to private and parochial schools,' Beldon Bersch, S.T.A. president, said.
>
> Bersch said S.T.A.'s participation in the debates 'adds a certain credibility to them.'"

While the Seattle Teachers Association continued to challenge a voucher plan, the Washington Education Association (WEA) added its opposition. The WEA Board on October 23, 1971, adopted the anti-voucher resolution passed by the NEA Representative Assembly in 1970. The WEA-TEPS Commission also took a stand against the voucher plan and questioned the "advocacy role" of the BSSR. The president of the WEA wrote a letter to Dr. Charles Odegaard, President of the University of Washington, on November 23, 1971, expressing the concern of the WEA and the TEPS Commission:

> "This letter is written to discuss with you the deep concern of the Washington Education Association Teacher Education and Professional Standards Commission regarding the feasibility study on Voucher Plans being conducted by the Washington Bureau of School Service and Research. We understand that the Bureau has been contracted by Seattle School District for the study.
>
> The reputation of the Bureau has been one of excellence. Past performance by the Bureau was highlighted by the objectivity with which studies were conducted. Most recently the advocacy role of the Bureau regarding the Voucher Plan has created serious concern about the effectiveness of the Bureau. We do not view the role of

> advocate of the Voucher Plan within the province of the Bureau in the feasibility study authorized and paid for by the taxpayers. We believe in fact that the excellent reputation previously held by the Bureau is in danger due to the advocacy role it has assumed in this instance.
>
> I bring this concern to your attention in an honest attempt to communicate our concerns to you in this regard. Both the National Education Association and the Washington Education Association have spent much time and energy studying the concept of the Voucher Plan and its potential effect on public education in this country. At the national level, the state level and at the local level there is strong opposition to such plans."

By the end of December, 1971, local and state teacher opposition to a voucher plan in Seattle was clearly stated in position papers prepared by the STA and the WEA.

A title-only bill dealing with education vouchers was submitted to the Special Session of the Washington State Legislature on January 18, 1972. The Senate Education Committee scheduled a public hearing regarding S.B. 407 for January 28, 1972. (See Appendix E.) S.B. 407 was:

> "AN ACT Relating to education; enabling a school district of more than seventy thousand pupil enrollment to participate in a demonstration program designed to develop and test the use of education scholarship (vouchers) for school..."

Testimony opposing S.B. 407 was given by representatives from both the Seattle Teachers Association and the Washington Education Association.

American Civil Liberties Union. The national board of directors of the American Civil Liberties Union (ACLU) voted in 1971 to oppose the education voucher proposal of the U.S. Office of Economic Opportunity. The national ACLU position is related to the issue of the separation of church and state raised in the First Amendment to the United States Constitution. (Legal arguments on this issue are found in Appendix E of this report.)

The ACLU of Washington State has studied the voucher concept carefully. The efforts of two committees, Academic Freedom and Church-State, have been most significant in the development of the state ACLU board of director's decision to oppose the voucher concept as it applies to the Seattle demonstration. This decision was based on a rationale similar to the national ACLU position. Anti-voucher testimony on January 28, 1972, at the Senate Education Committee hearing regarding S.B. 407 was presented by an ACLU representative. The separation of church and state was a central issue in the testimony.

Specific provisions of S.B. 407, however, have made it possible for some ACLU members to support the voucher concept. S.B. 407 specifically forbids:

> "...scholarship recipients to use the demonstration scholarship at any school...controlled by any religious creed, church, or sectarian denomination. ...(except) schools may be exempted...if they meet all

other requirements for eligibility and use scholarship funds for secular education purposes only."

Should guarantees such as those mentioned above be included in legislation related to a voucher demonstration, the state ACLU position might change.

Citizens' School Advisory Councils. Citizens' School Advisory Councils both within and outside the proposed target site have expressed opinions regarding various aspects of the education voucher study. The Central Area School Council chairman sent a letter to the BSSR on December 16, 1971, to inform the Bureau that the Council had:

> "...recently voted to go on record opposing the Education Voucher Plan. It is the feeling of the Council that the plan will increase segregation, destroy the public school system and any efforts toward decentralization and community control. This decision came after careful investigation and deliberation by the Council members."

The *Seattle Times* on January 12, 1972, reported that the Cleveland Area Citizens' School Advisory Council chairman wanted "more information on the voucher proposal before making a recommendation to the School Board." The chairman of the Franklin Area School Advisory Council sent a letter to the President of the Seattle School Board on January 17, 1972. The letter was an expression of the Council's opposition to a questionnaire of parents in the potential demonstration area conducted by the BSSR. The letter indicated that the specific recommendation in regard to the voucher plan would not be made until the Voucher Study Committee report had been examined by the Council.

On January 19, the *Seattle Times* reported:

> "Two more school citizens advisory councils have voted to protest a survey of South End parents concerning a proposed school-voucher experiment here.
>
> The Sealth Citizens School Advisory Council and the Southeast Education Center Citizens Advisory Council acted Monday night (January 17, 1972), thus joining Franklin, which earlier had made a similar protest.
>
> The Southeast group, serving the Rainier Beach area, went a step further, unanimously voted to oppose a voucher experiment in Seattle."

Seattle Council of Parent-Teacher-Student Associations. The Seattle Council of Parent-Teacher-Student Associations (SCPTSA) Executive Board voted unanimously on November 23, 1971, recommending to the SCPTSA that it go on record opposing the implementation of a voucher experiment in the Seattle School District. The rationale to support the above action was that: "With the implementation of the Voucher Plan we would add one more problem with which to cope in a system already over-burdened with changes." On December 14, 1971, the SCPTSA voted to accept the Executive Committee's recommendation. The *Seattle Times* on December 15, 1971, reported:

"Mrs. Alvin Ulrich, council president, said 'this is not taking a position on the voucher concept.' She indicated that a concept recommendation will come to the council at its January meeting."

On February 8, 1972, the SCPTSA voted to accept a recommendation from the Council's Executive Board to go on record definitely opposing both the specific voucher plan designed for the Seattle School District and the voucher concept itself. The recommendation was developed by the representatives of the PTSA from the Council and the high school attendance areas serving on the Voucher Study Committee.

Some of the objections to instituting a Voucher Plan in Seattle were as follows:

1. Converting to a Voucher System would not benefit the disadvantaged and/or minority families that it was originally set up to help.

2. There is not enough dissatisfaction with our present elementary school system in Seattle to warrant such a major change as instituting a Voucher System.

3. There was a strong objection to the fact that the majority of the additional federal funding for the Voucher Plan would be used for additional administrators and administration of the program. Representatives felt that the money should be in teaching children or in offering educational alternatives within our present system.

4. And lastly and probably most significant the majority felt that the two major objectives of the Voucher Plan (from the BSSR Phase I report):

   "A voucher system should improve the educational opportunities available to children, particularly disadvantaged children. A voucher system should give parents more control over the kinds of schooling that their children receive, particularly parents of disadvantaged children."

   could be accomplished within the present school system.

American Jewish Committee. An opinion of the American Jewish Committee regarding the voucher concept has been stated in a position paper entitled *Education Vouchers: Nature of the Jencks Education Voucher Plan.* It is written in the paper:

"The voucher system is unlikely to result in improved education, but it will very likely produce many an education quack... A voucher system will very likely wreck the public school, which is certain to lose its better students and its best teachers to the (formerly private) voucher schools... It would be quite awkward to apply the lottery to the Jewish day school, with so much of its day taken up with religious instruction. A special arrangement would be required to make it eligible for the voucher system, perhaps excluding non-Jewish children from applying. In any event,

non-Jewish children who chose the day school would receive their secular instruction in a decidedly sectarian atmosphere... The Jencks Report has a most worthy purpose, the improvement of American education. All men of good will must join in seeking a solution to our educational shortcomings. But the education voucher is not the answer. On the contrary, the device is fraught with grave danger to American education and to our religious liberties."

Supporting Activities

Publicized organizational support for a voucher demonstration in Seattle has been very limited. The support has come almost entirely from private and parochial educational organizations.

The Little School. On October 26, 1971, Ms. Eleanor Siegl, director of The Little School in Seattle, wrote a letter to Dr. Robert Anderson supporting a voucher plan. She wrote:

"The Little School wishes to be on record in favor of a voucher plan that would expand the number of possible alternatives to the neighborhood public school. If parents can find an appropriate educational environment for their children outside their immediate geographic area there seems to be no valid reason to discriminate against that choice.

Ours has been an enrollment of predominately middle-class families simply because tuition is our only support. For us, the voucher could make it possible to integrate socio-economically, and to increase the ratio of racial minority children. The benefits would be mutual."

Archdiocesan Education Board. The Archdiocesan Education Board (AEB) passed a resolution on November 11, 1971, regarding a voucher demonstration in Seattle. The resolution was neither a statement for nor against a voucher experiment, but commended the Seattle School District for studying the voucher. It also urged the Voucher Study Committee "to provide a thorough and objective report to the Board." The AEB indicated that the voucher theory was basically a sound concept because:

1. It respects and promotes the right of the parent to choose his child's education.

2. It promotes diversity, competition, accountability, responsiveness, and flexibility in education.

3. It promotes greater freedom and better education for children from the lower socio-economic level.

4. It provides alternate procedures, along with mandatory transfer, for school integration.

Blanchet High School Booster Club. The Blanchet High School Booster Club sent a letter to the Seattle School Board on January 17, 1972, to inform the School Board of the Booster Club's vote on December 14, 1971, "to support a Voucher Test Program in the Seattle Area."

The Blanchet Booster Club takes this policy position because they believe that:

1. It is the parents' responsibility and right to choose the type of education they wish for their children.

2. Denial of tax funds for children in private schools is an unjust burden on parents which deprives them of genuine free choice of schools.

3. Financial pressure is forcing children into one single education mold whose philosophy is determined by dominant secular forces.

4. A sound voucher plan would provide options for the parental right now enjoyed only by those with sufficient means.

5. Competition would make schools listen to their clients and make them more responsive to their needs.

6. This is a time when the financial problems of the public schools and their consequent efforts upon the quality education of the individual child are being brought to the attention of the public at large. If there is to be continuous reciprocal interest, concern and support from parents of independent school students toward public education, it would seem that some positive concern of public school teachers and administrators toward similar and equally critical plight of the independent schools is in order. Support of the Voucher experiment as an experiment would be such an expression of real concern and good faith on the part of the Seattle School Board.

Citizens for an Education Voucher Demonstration. A group of citizens met on December 22, 1971, to consider some of the issues related to the voucher plan. In early January, 1972, a statement was issued by the citizens. They had formed a group called Citizens for an Education Voucher Demonstration. The citizens' group took the following stand regarding the voucher plan and its proposed demonstration in Seattle:

1. We believe that a voucher demonstration could be a useful educational experiment that could lead to the meeting of the real needs of young people in this city.

2. The voucher plan is economically, politically, socially, and educationally feasible in Seattle.

3. The voucher demonstration could lead to solution of many of the difficulties which both the public and independent schools are

having with financing, use of educational funds, handling of students, implementation of proven educational innovations, and human relations.

4. Our city is not one body of persons. It is a plurality involving many needs, interests, aspirations, units, and goals. One approach does not satisfy this plurality. The voucher plan could protect this plurality while at the same time preserving peace and harmony in our democracy.

5. We feel, strongly, that freedom of choice and plurality in education are important values to our democracy.

6. Citizens should have the opportunity to participate in the educational decisions which affect their lives, and those of their children.

7. The voucher plan will not destroy any aspect of our society but it could change, for the better, some aspects of our educational system in Seattle and the State of Washington.

CHAPTER XII: IMPLEMENTATION PROBLEMS AND PROCEDURES

In the preface to this report, the Bureau of School Service and Research (BSSR) states that its intent over the past few months has not been one of advocating implementation of a voucher demonstration in Seattle. The Bureau's role has rather been one of developing key elements of a practical voucher plan (consistent with basic OEO guidelines) for Seattle, and assessing its impact on the Seattle School District. The BSSR suggests that the voucher model as presented in Part Two of this report is workable and has the potential for increasing parental control and diversity in schooling. The model itself has controls which minimize the threats of divisiveness, racial and socio-economic segregation, and hucksterism, which are often cited as severe drawbacks to the voucher concept.

Despite the Bureau's conviction that the plan as presented in this report is worthy of a demonstration, the public reaction as reported in previous chapters of this report suggests that the plan may not be politically feasible at this time in Seattle. Both the recent rejection of permissive legislation at the state level (see Appendix E) and the outspoken opposition to vouchers by the state and local teacher associations are visible representations of the kind of opposition existing within the basic educational decision-making structure. It is largely this opposition within the decision-making structure which causes the BSSR to recommend against rapid implementation of a voucher demonstration in Seattle. A decision to implement the voucher plan as described here in September, 1972, would be made in the face of considerable organizational opposition and in an atmosphere of misunderstanding and distrust over recent desegregation efforts. These factors, along with the probable difficulties in gaining legislative and/or administrative approval for a demonstration in 1972, lead us to recommend that serious consideration be given to postponing implementation until the 1973-74 school year. Such a postponement should in no way prevent the School Board from making a decision in March, 1972, as to whether it favors moving into the implementation phase.

Both the rationale used in developing key aspects of the proposed voucher plan and the public reaction to the plan have been detailed here and in various public meetings throughout the city. Further study and discussion would appear to be of minimal value until the Board itself expresses a definite intent to proceed with a trial of the voucher plan. The remainder of this chapter outlines certain key issues which must be considered at the time of (or immediately following) a decision to move ahead with implementation and alternative planning schedules to be used should Seattle decide to proceed with a demonstration.

Key Considerations Associated with Voucher Implementation

Any decision to proceed with implementation of a voucher demonstration must be made with certain critical considerations in mind. These considerations are by no means exhaustive and have, in most cases, been discussed in detail in prior sections of this report. They are presented here in summary form to guide the School Board in making a decision on vouchers.

Consideration #1: *Unless the School Board is willing to exclude the proposed voucher demonstration site from its plans for relieving segregation through mandatory school assignment, there is little point in proceeding with implementation of the voucher idea.*

One of the issues most frequently raised in any discussion of the voucher plan is the relationship between vouchers and racial integration. Recognizing the recent concern with development of desegregation plans for the Seattle School District, this issue is crucial to future planning. The BSSR, in suggesting that the School Board exclude the voucher demonstration site from any plans for mandatory school assignment, is not at all suggesting that the maintenance of a certain level of school integration is unimportant, but is simply proposing that reasonable alternatives to mandatory assignment be used as the vehicle for integration within the voucher demonstration site. The rationale for this exclusion can perhaps best be explained by looking at three broad alternative approaches to the problem of vouchers and integration.

The first alternative is to build in no specific integration quotas or guidelines except for the minimal OEO ground rule, which is that the racial composition of each school must ultimately mirror the racial composition of the applicants to that school. Under this approach, if applicants to one voucher school are all Black and applicants to a neighboring voucher school are all White, the resulting segregation would be viewed simply as an expression of free parental choice and would therefore be acceptable. Because of previous positions taken by the Seattle School Board and the probability of a legal challenge to an uncontrolled admissions plan of this type, it is inadvisable to even consider this first alternative in a Seattle demonstration of the voucher plan.

A second broad approach to the problem of vouchers and integration is to mandate firm minimum racial quotas for all participating schools. Under this alternative, if approximately one quarter of all students residing in the demonstration area are Black, then all voucher schools might be required to have between 20 and 30 percent Black students. This kind of an approach would yield the same results as a mandatory bussing plan, but with the potential advantage of allowing families some range of choice in schools rather than simply assigning them according to a racial formula. The range of schools from which individual families might choose, however, would probably be considerably restricted under such an approach, and the basic concept of the voucher plan would not be given much of a test.

A third approach, and the one which makes the most sense in Seattle, seeks to steer a middle course between the unregulated-free-choice model outlined in the first alternative and the rigid minimum-maximum quota system described in the second. We recommend that the Seattle School Board accept as a minimum racial guideline the OEO position that the percentage of minority students admitted to a voucher school must be approximately the same as the percentage of applicants. We further recommend that the Board accept as a maximum integration guideline the policy adopted by the Washington State Human Rights Commission and the State Board of Education, namely, that no student body contain more than 40 percent of any single minority group. Since the demonstration area as outlined in Map IV-1 contains a minority population similar to that of the city as a whole and only two of the potential voucher schools presently have

a minority enrollment in excess of 40 percent, it would appear that these guidelines are workable and their use will require a minimum number of families to be denied entrance to the school of their first choice solely on racial grounds. Further support for using this particular set of guidelines for achieving racial integration stems from a recent survey of school mobility patterns which showed that school choices within the suggested demonstration area do not affect either integration or segregation of the student population.

In summary, the levels of school integration desired by the Seattle School Board will probably be achieved within the proposed demonstration area without resorting to mandatory school assignment. The integration guidelines as outlined above should at least be given a fair test before resorting to some kind of mandatory assignment pattern. It should further be pointed out that the guidelines as proposed here are consistent with the first recommendation of the Citizen's Committee for Quality Education (CCQE), which states that:

> "It is essential that minority group students retain a clear sense of identity and community within the school they attend; therefore, it may be necessary to forego temporarily the physical desegregation of some schools in order to achieve these goals."*

Consideration #2: *Opposition from organized education groups must be clearly recognized and any decision to proceed with implementation should be made only after examining their positions.*

The positions of organized education groups were reviewed in some detail in Chapter XI. Since the Seattle Alliance of Educators (SAE) has negotiated bargaining rights with the Seattle School Board, any decision to implement the voucher plan in Seattle must clearly recognize and take into account opposition within the teacher ranks. Not only will the organized teachers take a position in opposition to a voucher demonstration at the bargaining table, but some might seek ways to undermine its success once a decision on implementation has been made. This potential for undermining a voucher demonstration will be increased unless appropriate negotiation channels are followed in the decision-making process. The probability that negotiation with the SAE regarding voucher implementation may in itself be a rather lengthy process is a prime reason for cautioning against implementation in the 1972-73 school year. We can recommend only that the Board consider official positions of organized education groups along with a need for more definitive information on teacher attitudes and preferences as it proceeds toward a decision on voucher implementation.

Consideration #3: *The desire to decentralize decision-making must be basic to implementing the voucher plan and the School Board must be prepared to defend the diversity in educational programs which will likely evolve during the demonstration period.*

Decentralization of decision making and the development of greater diversity in educational offerings are both basic to the voucher idea. One of the underlying premises of the voucher concept is that the unit of change in education is the

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Planning Recommendations for Cultural and Structural Integration of the Seattle Public Schools, Citizen's Committee for Quality Education, June 1971, p. 4.

individual school and that there can be little meaningful progress until the staff at each individual building has the power to design and implement programs they believe best suit the needs of their particular students. In our view, decentralization can begin to make a difference only when the authority and responsibility in making key decisions about curriculum, organization, pupil evaluation, and other critical matters is carried down to the individual school level and when this authority and responsibility is accompanied by control over resources necessary to implement these decisions.

The voucher demonstration plan as proposed here for Seattle represents a significant step beyond the current definition of decentralization as represented in the present area council concept. The voucher plan involves more than simply subdividing the total school district into smaller sub-units. Under the voucher plan, both decision making and control over expenditures are placed within the individual voucher school. While the EVA and the School Board would maintain certain regulatory powers, major curriculum decisions will be made by each voucher school, with the prime element of accountability being the satisfaction of parents.

Consistent with this decentralization of decision-making power is the encouragement of much greater diversity among schools and educational programs. As a matter of fact, unless the desire for diversity is genuinely present among parents, there is little justification in the additional expenditures involved in operating a voucher model as described in this report. No one can, of course, predict the full range of educational desires present within the present population and it is undoubtedly true that a five to seven year period will be necessary to assess this range of parent interest. Based upon recent survey work conducted by the BSSR, it would appear that the desire for a wide variety of school choices is less important to the general population than simply having control over school assignment patterns. If it is indeed true that the range of diversity in school choices is limited, at least part of the basic rationale for a voucher plan is lost. On the other hand, should the interest in diverse styles and formats of education be greater than that reflected in BSSR survey activities, the School Board must be prepared to defend this full range of educational interests (so long as they satisfy basic OEO and state regulations). Only the voucher demonstration itself can reveal the full range of parent preferences with respect to education and the extent to which this range of preferences can be served by the public schools in this country.

Consideration #4: *Legal constraints at the state level may force some alteration in the basic voucher model as outlined in this report and the School Board must be prepared for a legal challenge if parochial schools are permitted to participate as voucher schools.*

Because local school districts have been created through state legislation and because they serve an important public interest, a change as fundamental as the voucher plan is likely to require re-thinking of basic school governance procedures. This re-thinking may require only a simple waiving of regulations or some kind of permissive legislation. Even without such a waiver or permissive legislation, the mere implementation of a voucher plan could result in a court test. In relation to vouchers, three constraints in the legal structure of education seem particularly important. First of all, a voucher demonstration of

the type described here will require some delegation of authority to an Education Voucher Agency (EVA); or the School Board itself could become the EVA, thereby removing the necessity for delegating authority. Under a plan where the School Board assumes the EVA role, the degree of decentralization considered so critical to a successful voucher implementation would not be provided. Furthermore, a separate EVA with considerable decision-making powers would probably be more representative of the population living within the demonstration area and would also be able to focus considerably more time and energy on the development of the voucher plan.

The second area of legal concern relates to the transfer of public tax funds into private and parochial schools. According to present state regulations, such funds could be transferred only if they are viewed as gifts to parents for the public service of education. Without legislation, such an arrangement can probably only be made if one takes the view that participating parochial and private schools are, under the voucher plan, a part of the public common school system. This transfer of public funds, particularly as it relates to parochial schools, brings up a third legal concern related to the voucher concept.

While it is generally accepted that religious schools serve important and allowable public functions, the issue as to whether the government may support or facilitate secular activities of otherwise religious bodies without violating constitutional prescriptions is still a very open question. Detailed arguments relating to inclusion of parochial schools in a voucher demonstration have been outlined in Appendix E of this report. It is sufficient here to emphasize that inclusion of parochial schools in a voucher demonstration in Seattle would significantly increase the educational alternatives available to parents. To exclude parochial school participation would restrict the educational options available to parents. While exclusion of parochial schools could be considered as a temporary measure until certain legal questions were resolved, it makes very little sense as part of the basic planning model for education vouchers in Seattle.

Consideration #5: *A decision to proceed with implementation of a voucher demonstration must be based upon firm financial commitments from the OEO and a clear understanding of the decision-making process during the demonstration period.*

Throughout this report, and particularly in the chapter dealing with financing the voucher demonstration, the need for firmly negotiated commitments between the OEO and the Seattle School District has been stressed. Computation of the basic voucher value, the level of OEO support for ancillary services, and the level of support for and the method of distribution of start-up costs and capital outlay loans are but a few of the critical financial matters which must be negotiated prior to any definite decision to proceed with a voucher demonstration. While the OEO, on several occasions, has assured the District against financial loss, this assurance against loss needs to be documented in specific terms. Suggestions as outlined in Chapter VIII of this report should serve as a useful basis for negotiating these important financial commitments.

While the financial arrangements are of high priority, a clear understanding of the decision-making process relative to a voucher demonstration is of at least equal importance. Because of the many uncertainties (e.g., parochial school voucher participation and mandatory school assignment for desegregation) in planning, the Seattle School District must retain considerable flexibility in decision making. With this in mind, it would be well for the District to understand at the time of its decision precisely which elements of the voucher plan are non-negotiable to the OEO. Such non-negotiable elements should be stated in writing as a basis of the implementation decision and all other decision-making powers should remain with the local school district.

Consideration #6: *Alternative means of implementing a voucher plan might be considered by the School Board; if so, then some area of the North Region might be considered for a limited demonstration.*

Working within the basic OEO guidelines that there should be at least 15 percent disadvantaged students involved in the voucher demonstration as well as an adequate representation of ethnic minorities, the BSSR has recommended that should a voucher demonstration be tried in Seattle, it should occur in some combination of schools in the Franklin, Rainier Beach, Sealth, or Cleveland attendance areas. In considering two additional factors in the criteria for site selection, the BSSR has also recommended that a number of alternative schools, or at least schools with a variety of programs, exist in the demonstration area. In addition, there should exist in this site a generally favorable attitude toward the voucher idea or at least the various components of parent choice and school competition.

Individuals and groups in the North Region have already expressed considerable interest in vouchers and alternatives. For instance, *Choice Not Chance*, a report issued by the North Central Schools Project, proposes at least four alternative schools for District consideration. Moreover, an analysis of the first survey conducted by the BSSR indicates more favorable attitudes toward the voucher plan and alternative education in that region. A number of alternative schools already exist in this area; and, given these factors and the recommendation that the Board should pursue alternative means of implementing a voucher system, it is possible that some area of the North Region could be considered by the School Board as a possible site for a limited demonstration involving four to six public elementary schools, at least one private, and one parochial school.*

Planning for a Voucher Demonstration: Phase III

A review of these various considerations related to implementation of a voucher plan indicates that much planning remains to be done once the decision to proceed with a voucher demonstration is made. So extensive is this planning that implementation in September, 1972, is probably unrealistic, particularly in the absence of enabling legislation and the uncertainty regarding desegregation efforts. For purposes of presentation here, the BSSR has prepared two separate planning schedules - one for implementation in September, 1972, and one which would postpone implementation until the 1973-74 school year. These two planning schedules are found in Charts XII-1 and XII-2. Both charts cover the same general task areas. Primary differences relate to the time allowed for certain of the major planning tasks. In the compressed schedule of Chart XII-1, we note

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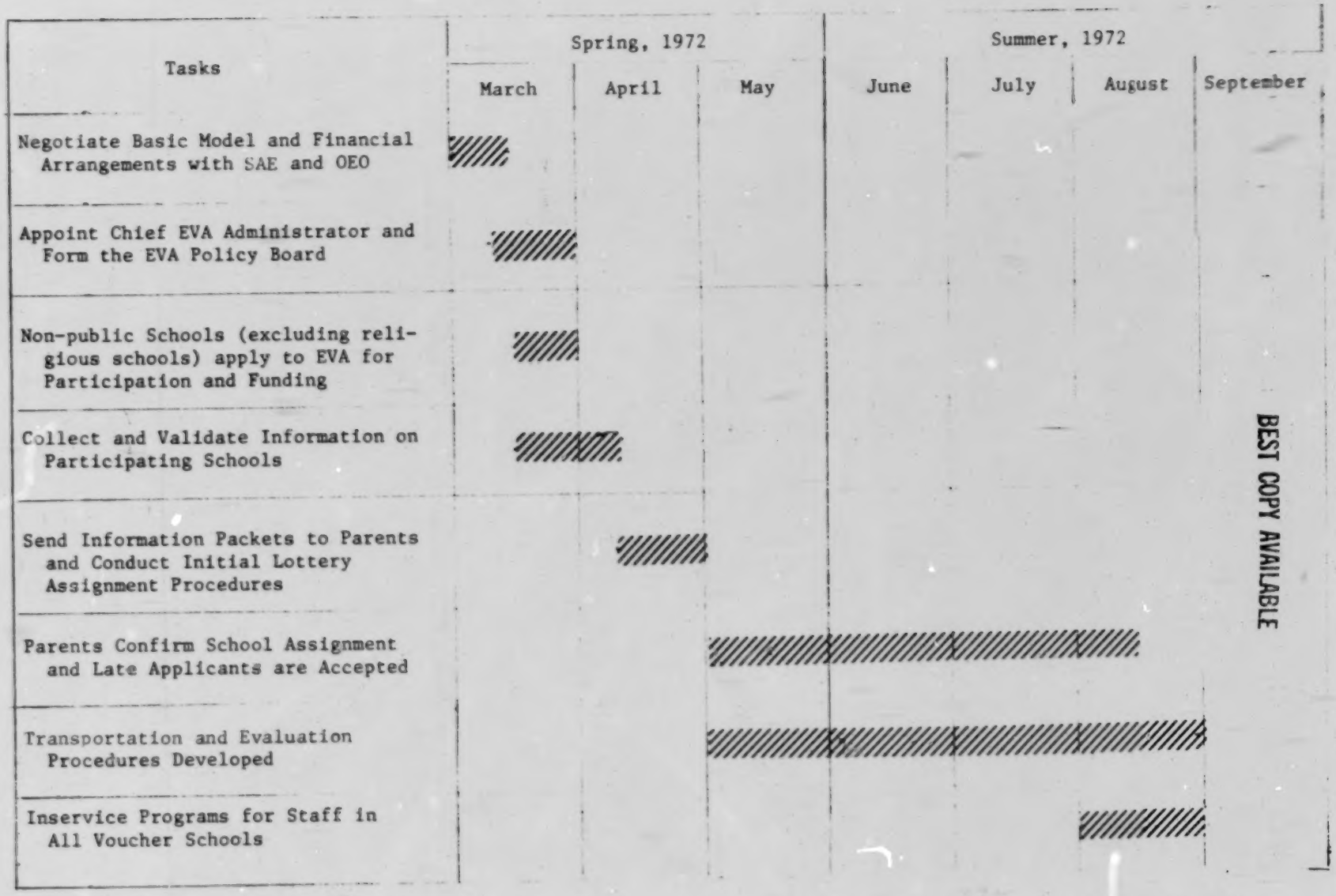
*Whether the OEO would fund such a demonstration involving only limited numbers of minority group students is uncertain at this time.

CHART XII-1

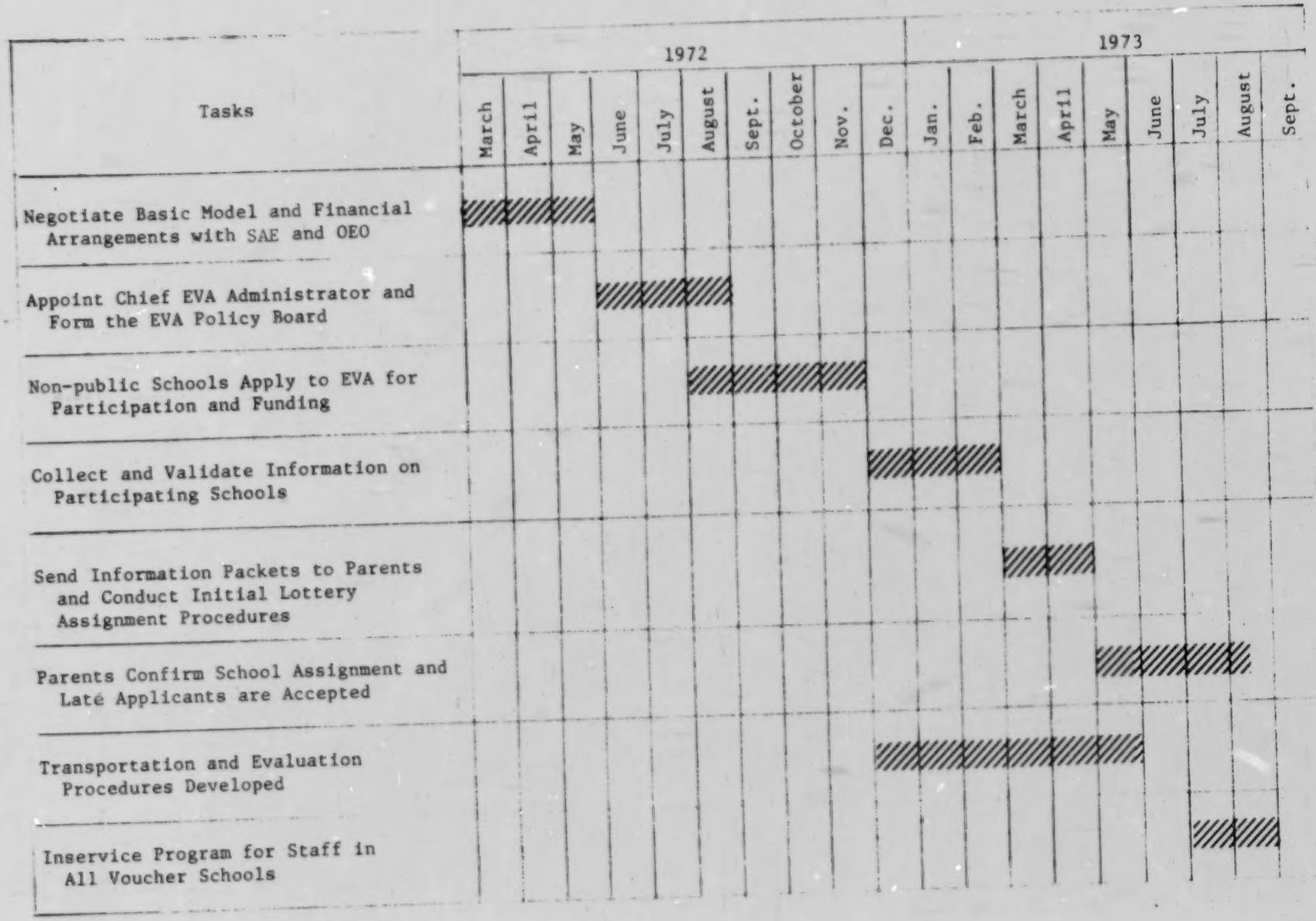
VOUCHER PLANNING FOR IMPLEMENTATION IN 1972-73


Tasks
Spring, 1972
Summer, 1972
March
April
May
June
July
August
September
Negotiate Basic Model and Financial Arrangements with SAE and OEO
Appoint Chief EVA Administrator and Form the EVA Policy Board
Non-public Schools (excluding religious schools) apply to EVA for Participation and Funding
Collect and Validate Information on Participating Schools
Send Information Packets to Parents and Conduct Initial Lottery Assignment Procedures
Parents Confirm School Assignment and Late Applicants are Accepted
Transportation and Evaluation Procedures Developed
Inservice Programs for Staff in All Voucher Schools

BEST COPY AVAILABLE

CHART XII-2

VOUCHER PLANNING FOR IMPLEMENTATION IN 1973-74



that very little time is allowed for negotiating the basic model with the OEO and the SAE. Also, religious school involvement is excluded in this planning schedule due to the almost certain legal obstacles to be faced in the implementation phase. These obstacles are increased by the absence of permissive legislation at the state level. Whether the OEO would permit at least beginning a demonstration without parochial schools is something yet to be determined. The BSSR is convinced that to include parochial school involvement in the planning for 1972-73 implementation is to attempt the impossible. The absence of legislation along with the expected court challenge simply makes excessive delay or even postponement inevitable. Such delaying is clearly not possible within the time frame of Chart XII-1. This same rationale, namely the avoidance of excessive delays in planning, leads to the suggestion that, in the time frame of Chart XII-1, the EVA policy board be given advisory powers only. Neither of these options - exclusion of parochial schools or a purely advisory EVA board - is viewed as desirable in connection with the model as presented in this report.

The more deliberate time frame of Chart XII-2 presents a much more realistic planning schedule and one which is much less likely to result in general confusion. Of particular importance in this schedule is the longer time for participating voucher schools to plan their respective programs and to inform parents regarding unique program features. Since under this time frame information will not be collected from schools (for later distribution to parents) until December, 1972, schools will have a three month period beginning in September, 1972, to plan major program changes and to put these changes into a written format suitable for distribution to parents. Such planning time will likely be required if parents are to be adequately informed at the time of making school choices.

Whether the OEO will be willing to postpone the date of implementation to September, 1973, remains to be seen. The probability that a voucher plan operating prior to that time would involve public schools only (with maybe one or two exceptions) and that the School Board would operate as the EVA are strong bargaining points for postponing operations to the 1973-74 school year. Regardless of the OEO reaction to postponement, the more important decision is whether Seattle wants to try a voucher demonstration at all. The BSSR in this report has outlined a plan in considerable detail and has judged it to be workable. Key elements of the plan have been communicated to the community, particularly to persons living within the proposed demonstration area. Citizen and education groups have responded, in some cases with formal position statements and others through informal communications channels.

It remains now for the Seattle School Board to make a decision based upon the information presented here, positions taken by key groups and individuals, and its own philosophy of the future of education in Seattle. Regardless of the final decision on voucher implementation, the BSSR is hopeful that the investigation of the voucher plan in Seattle will spark an increased interest in alternative ways of organizing the educational services of the City. Only through this constant pursuit of a better way can we hope to meet the challenges facing urban schools in the years ahead.

APPENDICES

Appendix A: Summary Data on Citizen Attitudes

Appendix B: Probable School Choices in the Demonstration Area

Appendix C: Citizen Attitudes in the Hypothetical Demonstration Area(s)

Appendix D: Concerns of Community Leaders

Appendix E: Legal Issues Related to a Voucher Demonstration

Appendix F: Samples of Information on Vouchers Disseminated to the Public During Phase II

APPENDIX A: SUMMARY DATA ON CITIZEN ATTITUDES

During the three week period beginning October 26, 1971, the Bureau of School Service and Research at the University of Washington, under contract with the Seattle School District, conducted a major citizen attitude survey related to the feasibility of implementing a voucher plan in Seattle. Approximately 1,450 randomly selected residents of the Seattle School District were included in this survey, to assess citizen understanding of the voucher system, citizen attitude toward elementary schools, probable school choices given a voucher plan, and citizen attitude toward various elements of the voucher concept. The questionnaire which follows the various summary tables of this appendix was used for recording responses from parents as selected from ten of the twelve high school attendance areas throughout the city.

In Table A-1, we note that over 55 percent of the respondents viewed the elementary schools in their neighborhood either favorably or very favorably. Only 23 percent of all respondents indicated some degree of dissatisfaction with the public elementary schools in their neighborhood. Lower income and minority groups tended to have less favorable attitudes toward their public elementary schools; and regionally, elementary schools in the Franklin, Sealth, Cleveland, and West Seattle high school attendance areas were looked upon more favorably by the respondent group than were those in the Garfield, Lincoln, and Rainier Beach high school attendance areas.

Those responding to the survey had a generally favorable attitude toward the voucher concept, with over 50 percent expressing some degree of support for its implementation in the Seattle school system. In Table A-2, we note that this degree of support is considerably greater among parents of non-public school children than those with children in the public school system. The level of support also tends to be greater among both minority and low income families. Based on the summary data of Table A-3, we can reasonably assume that this support represents a generally uninformed response. Less than 20 percent of the total population had read the feature article on vouchers in the *Seattle Times* and a similarly small percentage had obtained voucher information from other sources. The level of awareness regarding the voucher plan was slightly greater among higher income groups and parents of non-public school children.

When asked to which schools they would choose to send their children if transportation and tuition were available, 67 percent of all parents of public school children stated they would keep their children in the same schools they now attend. Twelve percent of these parents would prefer to send their children to a different public school, and another 12 percent would prefer a parochial school education. In actuality, the holding power of the public elementary schools in Seattle would likely be somewhat greater than 67 percent, since no restrictions were placed upon the availability of particular private and parochial schools. The actual

selection of private and parochial schools will undoubtedly be somewhat less extensive than that assumed by parents in answering this question.

As might be expected, the holding power in both private and parochial schools was somewhat greater than that computed for the public schools. Mobility patterns based on parental choice for private and parochial schools are available but have not been presented as part of this summary report. In general, Whites and Orientals chose more often to keep their children in their current schools, while Blacks, Indians, and lower income groups have a greater desire to transfer their children.

More detailed information resulting from this first survey effort is available through the Bureau of School Service and Research, University of Washington.

TABLE A-1

ATTITUDE TOWARD ELEMENTARY SCHOOLS[a]

Designated Group	Number Surveyed	Mean Score[b]	Percentage in Response Group				
			Very Favorable	Favorable	Undecided	Unfavorable	Very Unfavorable
Entire City	1453	2.66	4.5	52.3	20.1	19.0	4.1
White	1239	2.64	4.4	53.3	20.2	18.2	3.9
Non-White	197	2.80	3.7	47.4	19.4	24.1	5.4
Public School Parents	449	2.59	5.6	57.2	14.3	18.8	4.1
Non-public School Parents	53	2.57	3.7	58.4	18.7	16.1	3.1
Garfield, Queen Anne, Lincoln	628	2.75	5.7	46.2	21.0	21.1	6.0
Rainier Beach, Franklin, Lincoln	227	2.58	3.1	58.4	18.5	18.0	2.0
Sealth, Rainier Beach, Cleveland	230	2.58	3.0	58.7	18.4	17.0	2.9

[a]This attitude rating is a composite score for Items 1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 15, 17, 18, and 19 on the questionnaire. Negatively stated attitude items were reversed before analyzing the data.

[b]A mean score of 3.0 is neutral or undecided. A mean score less than 3.0 is favorable and a mean greater than 3.0 represents an unfavorable attitude.

TABLE A-2

ATTITUDE TOWARD VOUCHER IDEA[a]

Designated Group	Number Surveyed	Mean Score[b]	Percentage in Response Group				
			Very Favorable	Favorable	Undecided	Unfavorable	Very Unfavorable
Entire City	1453	2.62	16.3	37.1	21.2	19.0	6.4
White	1239	2.67	15.4	36.5	20.9	20.2	7.0
Non-White	197	2.31	21.4	42.7	21.4	11.8	2.7
Public School Parents	449	2.57	17.3	37.2	23.1	15.9	6.5
Non-public School Parents	53	2.11	32.1	43.4	13.2	3.8	7.5
Garfield, Queen Anne, Lincoln	628	2.51	18.7	38.5	20.8	17.1	4.9
Rainier Beach, Franklin, Cleveland	227	2.55	17.2	40.5	20.7	13.7	7.9
Sealth, Rainier Beach, Cleveland	230	2.60	17.0	36.7	21.8	17.9	6.6

[a]This is the response to Item #56 on the questionnaire.

[b]Mean scores of 3.0 are neutral or undecided. Scores of less than 3.0 are favorable and mean scores greaer than 3.0 represent an unfavorable attitude.

TABLE A-3

PUBLIC INFORMATION ON VOUCHER[a]

Designated Group	Number Surveyed	Percentage of Respondents	
		Having Read the Seattle Times Artice on Vouchers[b]	Having Obtained Voucher Information from Other Sources
Entire City	1453	17.7	17.4
Male	571	16.9	14.8
Female	880	18.1	19.1
Public School Parents	449	22.7	22.6
Non-public School Parents	53	34.0	35.9
Under $4,000 Income	338	8.9	8.6
Over $4,000 Income	1060	20.7	20.1

[a]This data summary is based upon responses to questions on the last page of the survey questionnaire.

[b]The article in question appeared in the Seattle Times on September 26, 1971.

TABLE A-4

PROBABLE HOLDING POWER OF PUBLIC SCHOOLS, GRADES K-5

Designated Group	Number of Students (K-5)	Percentage of Students			
		Remain in Present School	Different Public School	Private School	Parochial School
Entire City	481	65.7	11.9	11.2	11.2
Ballard	82	76.8	4.9	11.0	7.3
Cleveland	19	84.2	0	10.5	5.3
Franklin	40	60.0	5.0	5.0	30.0
Garfield	78	38.4	43.6	15.4	2.6
Lincoln	32	78.1	6.3	12.5	3.1
Queen Anne	71	73.2	8.5	11.3	7.0
Rainier Beach	25	72.0	12.0	12.0	4.0
Roosevelt	55	58.2	7.3	23.6	10.9
Sealth	40	67.5	2.5	2.5	27.5
West Seattle	39	74.3	2.6	0	23.1
Garfield, Queen Anne Lincoln	181	59.1	23.2	13.3	4.4
Rainier Beach, Franklin, Cleveland	84	69.0	6.0	8.3	16.7
Sealth, Rainier Beach, Cleveland	84	72.6	4.8	7.1	15.5

Key _____

Location Code _____

COMMUNITY ATTITUDE SURVEY

This survey is designed to gain information regarding two general topics: (1) the attitudes of community members toward their schools in various sections of the Seattle School District, and (2) their attitudes toward certain concepts comprising an educational financing system commonly referred to as the educational voucher plan. Included as part of the survey is an assessment of the extent of probable participation if an educational voucher plan were available to parents.

IT IS EMPHASIZED THAT THE EDUCATIONAL VOUCHER PLAN IS ONLY UNDER STUDY AT THIS TIME.

BIOGRAPHICAL INFORMATION (Circle the number associated with appropriate responses in each case.)

Item		Response
Sex	6	1. Male 2. Female
The purpose of this survey is to determine Seattle citizens' general level of satisfaction with their public elementary schools and public attitude toward various aspects of a voucher plan. Identification by race has been included only for the purpose of determining if different ethnic groups feel differently about their schools. Since neither your name or address appears on the form, your anonymity is assured. Please indicate with which racial category(s) you wish to be identified. PLEASE NOTE THAT SUCH IDENTIFICATION IS OPTIONAL ON YOUR PART.	7	1. Asian 2. Black 3. Indian 4. Mexican American (Chicano) 5. Oriental 6. White 7. Other (specify _____)
Annual Family Income for Last Year	8	1. Under $4,000 2. $4,000 or more
Parent Status	9	1. Children in public schools (K-12) 2. Children in non-public schools (K-12) 3. Children in both public and non-public schools (K-12) 4. No children in school (K-12)

SECTION II: Please respond to each of the following statements. These statements relate either to your feelings about public elementary schools in <u>your</u> neighborhood or to your views as to how schools generally should be operated.

Statement	10-29	Responses				
		Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Teachers blame the parents when things go wrong with the child at school.		SA	A	U	D	SD
2. Parents should be able to send their child to any school they want.		SA	A	U	D	SD
3. Schools are not meeting children's real needs.		SA	A	U	D	SD
4. Teachers in our school are more interested in getting paid than helping children.		SA	A	U	D	SD
5. The elementary school in my area does a good job of preparing children for middle school/junior high school.		SA	A	U	D	SD
6. Most principals are willing to listen to parents' problems.		SA	A	U	D	SD
7. The elementary school in my area is a good one.		SA	A	U	D	SD
8. Most teachers do not listen to parents.		SA	A	U	D	SD
9. It is the public school's fault if the children do poorly.		SA	A	U	D	SD
10. Many teachers don't try to involve the parents in solving the child's school problems.		SA	A	U	D	SD
11. Schools do a good job of preparing children for life.		SA	A	U	D	SD
12. Most teachers enjoy working with children.		SA	A	U	D	SD
13. Parents should have more say than they do now in selecting schools their children attend.		SA	A	U	D	SD
14. Parents who are dissatisfied with their own public schools should be given means to establish their own schools.		SA	A	U	D	SD
15. People in my area have plenty of chance to participate in school affairs.		SA	A	U	D	SD
16. Parents are not well informed enough to select their children's schools.		SA	A	U	D	SD
17. Most principals understand the concerns of parents.		SA	A	U	D	SD
18. Teachers are generally available to talk with parents about their children's problems.		SA	A	U	D	SD

19. Most teachers know how to work with children very well. . . . . SA A U D SD

20. Parochial schools should receive tax support for education except for the cost of actual religious instruction. . . . . SA A U D SD

GENERAL LEVEL OF SATISFACTION WITH LOCAL SCHOOLS

In general, how satisfied are you with the schools attended by your children or by the children in your neighborhood?

_____

_____

_____

SECTION II: Information on Parent Choice

Do you currently have children in school in grades K-12? Yes ____ No ____

(If no, go on to Section III. If yes, proceed with the next item.)

If you had a choice next year and funds for tuition and transportation were available, to which schools would you prefer to send your children? Would you choose to keep them in the same schools they now attend, or send them to different ones?

Please indicate below the present grades (K-12) and schools your children attend, then your probable selection of schools if you had a choice next year. If you have more than six children in grades K-12, please respond for the youngest six.

30-53

Grade	Presently Attending			Probable Choice			
				Same	Different		
	Public	Private	Parochial		Public	Private	Parochial
____	1	2	3	1	2	3	4
____	1	2	3	1	2	3	4
____	1	2	3	1	2	3	4
____	1	2	3	1	2	3	4
____	1	2	3	1	2	3	4
____	1	2	3	1	2	3	4

SECTION III: Awareness of Voucher Idea and Overall Opinion

(Interviewer will show a copy of a newspaper article to the respondent before continuing.)

This is an article which appeared in a Seattle newspaper not long ago. It discusses the voucher plan which is presently under study. Please circle the numbers corresponding to your answers below.

Item		Response
Did you read the article when it appeared in the newspaper?	54	1. Yes 2. No 3. Not sure
Have you obtained information on the voucher plan from other sources?	55	1. Yes 2. No 3. Very little
(Interviewer will give respondent a summary statement of the educational voucher system.) According to the information you have now, either from previous information or that information just given you, what is your likely attitude toward a voucher plan for the Seattle School system?	56	1. Very favorable 2. Favorable 3. Undecided 4. Unfavorable 5. Very unfavorable

APPENDIX B: PROBABLE SCHOOL CHOICES IN THE DEMONSTRATION AREA

Early in the Phase II study, questions were raised regarding the effect that parent school choices might have on over-application and racial segregation in the various voucher schools. While a reliable prediction on these matters is difficult in advance of an actual demonstration, it was felt that conducting a trial application and admission procedure would provide some preliminary trends as to parent school choice patterns. The hypothetical demonstration area for purposes of this trial procedure consisted of elementary schools in the Franklin, Cleveland, Rainier Beach, and Sealth high school attendance areas. This hypothetical demonstration site is outlined in the map which is part of the survey document attached to this appendix. This map also shows the locations of the twenty-six public and seven non-public schools included in the school choice survey.

To simulate as closely as possible the actual voucher admissions process, parents were expected to identify for each eligible student, by name and grade, the school they would choose for that child and have the student return the survey form to the school. As we note in Table B-1, the overall response rate was 62.6 percent. Only five schools had a response rate of less than 50 percent. Because of the rather high return rate, no effort was made to follow up on non-respondent students and parents. The expenditure required to conduct an extensive follow-up was simply too great to justify the resultant increase in reliability, particularly when the survey is intended only to assess probable trends or patterns in school choice rather than to establish a basis for specific school planning.

Time did not permit the preparation of detailed information on each of the thirty-three schools included in this particular survey. The absence of such information obviously led to a somewhat reduced response rate and prevented parents from making a choice based on a maximum of information. Despite this absence of detailed school information (which would be available prior to a voucher demonstration) on each of the listed schools, the BSSR does feel that the survey can identify general patterns of school choice existing at the beginning of a voucher demonstration in Seattle. Whether specific parent choices will change significantly with this addition of information on each of the schools is obviously a difficult question to answer at this time; the only way to know the answer to this question with any degree of certainty is to proceed with the voucher demonstration itself.

Recognizing the several weaknesses of the survey as conducted, the BSSR presents in Tables B-2 through B-7 a summary of key results from the school choice survey. When appropriate, the respondent data has been amplified to coincide with the present enrollments in various schools. Such amplification is required in making reasonable assumptions about both ethnic composition and over-application in the various voucher schools. This amplification simply involves multiplying the actual respondent choices by the inverse of the response rate itself. For example, in the case of Brighton School, all choices were multiplied by 421/262 or 1.61 before entering the choice selections into the computation and analysis.

This amplification procedure obviously presumes that the respondent group in each school is an accurate predictor of the total parent group existing within that particular school. Based on the rather large response rate, this assumption would appear reasonable for the proposed use in the study.

Those readers desiring more detailed information on the distributions of applicant pools in the various schools are urged to contact the BSSR, 126 Lewis Hall Annex, University of Washington, Seattle 98195. Detailed computer printouts are available for each of the questions included in the survey document. Only a summary of key results has been compiled in this appendix.

TABLE B-1

RESPONSE RATE BY SCHOOL[a]

School	Present Enrollment K-6[b]	Number of Respondents	Percentage Response
Franklin High Area	2,880	1,541	53.5
Brighton	421	262	62.2
Columbia	369	203	55.0
Graham Hill	347	250	72.1
Hawthorne	285	157	55.1
Muir	757	267	35.3
Whitworth	625	349	55.8
Mt. Virgin	76	53	69.7
Cleveland High Area	3,441	2,336	67.9
Beacon Hill	410	291	71.0
Concord	331	162	48.9
Dearborn Park	499	352	70.5
Elem. Alternative	8	5	62.5
Kimball	514	371	72.2
Maple	467	339	72.6
Van Asselt	705	349	49.5
St. Edward's	313	297	94.9
St. George's	194	170	87.6
Rainier Beach High Area	2,211	1,480	66.9
Dunlap	490	289	59.0
Emerson	719	567	78.9
Rainier View	413	261	63.2
Wing Luke	408	204	50.0
St. Paul's	181	159	87.9
Sealth High Area	4,851	3,017	62.1
Arbor Heights	669	291	43.5
Cooper	432	217	50.2
Fairmount Park	495	342	69.1
Fauntleroy	464	306	66.0
High Point	359	136	37.9
Highland Park	761	490	64.4
Hughes	528	462	87.5
Roxhill	502	271	54.0
Sanislo	364	237	65.1
Holy Family	102	100	98.0
Our Lady of Guadalupe	175	165	94.3
Total	13,383	8,374	62.6

[a]All potential voucher schools within the Franklin, Cleveland, Rainier Beach, and Sealth attendance areas (except for Little Folk Montessori) participated in the survey.

[b]Enrollments are recorded as of January 5, 1972.

TABLE B-2

OVER-APPLICATION OF FIRST CHOICES BY SCHOOL

School	Present Enrollment K-6	First Choice Applicants[a]	Over-application Index[b]
Franklin High Area	2,880	2,592	.900
Brighton	421	386	.917
Columbia	369	281	.762
Graham Hill	347	391	1.127
Hawthorne	285	231	.811
Muir	757	580	.766
Whitworth	625	582	.931
Mt. Virgin	76	141	1.856
Cleveland High Area	3,441	3,703	1.076
Beacon Hill	410	475	1.159
Concord	331	324	.979
Dearborn Park	499	465	.932
Elem. Alternative	8	36	4.500
Kimball	514	499	.971
Maple	467	417	.893
Van Asselt	705	588	.834
St. Edward's	313	581	1.856
St. George's	194	318	1.639
Rainier Beach High Area	2,211	2,141	.968
Dunlap	490	389	.794
Emerson	719	617	.858
Rainier View	413	370	.896
Wing Luke	408	400	.980
St. Paul's	181	365	2.017
Sealth High Area	4,857	4,930	1.015
Arbor Heights	669	671	1.003
Cooper	432	403	.933
Fairmount Park	495	484	.978
Fauntleroy	464	455	.981
High Point	359	175	.488
Highland Park	761	685	.900
Hughes	528	485	.919
Roxhill	502	465	.926
Sanislo	364	381	1.047
Holy Family	102	261	2.559
Our Lady of Guadalupe	175	379	2.166
Little Folk Montessori	6	86	14.333
Total	13,389	13,366	--

[a]This is the number of respondents (amplified for school response percentage) selecting the school as indicated as a first choice.

[b]This is simply the ratio of first choice applicants to present enrollees in grades K-6. An index greater than one indicates an over-application relative to present enrollment.

TABLE B-3

REASONS FOR SCHOOL SELECTION[a]

	Point Total[b]	Priority Index[c]
The school is close to home	8,831	.29
My child already goes to the school	5,124	.17
The school's teachers are good	4,104	.14
The school's program is good	3,455	.12
I want my child to go to a religious school	2,335	.08
The school has good discipline	1,809	.06
The school's general reputation is good	1,800	.06
The school has special programs that I like	825	.03
The school has a mixture of races	786	.03
The school building is modern	341	.01
The school's classes are small	314	.01
The school does not have a mixture of races	63	.00
Other	246	.01
TOTAL	30,033	-

[a]This table summarizes the reasons given by each respondent for selecting the first-choice school.

[b]This is the total score for each reason with a weight of 3 for the most important reason, 2 for the next most important, and 1 for the third reason in order of importance. Each respondent was asked to rank the first three from those listed above.

[c]This is simply an index of importance computed by dividing the point total for each item by the total points on all items.

TABLE B-4

INTEREST IN NONLISTED SCHOOLS*

Response Category	Percent of Respondents				
	Franklin	Cleveland	Rainier Beach	Sealth	Total
Very Much	8.9	5.0	9.6	5.5	6.7
Somewhat	18.3	13.7	15.8	11.6	14.1
Not At All	72.8	81.3	74.6	82.9	79.2

*The response categories are related to the question -- "To what extent would you want to send your child to a different type of school than those listed?"

TABLE B-5

INFORMATION ON VOUCHER PLAN*

Concern	Response Categories	Percent of Respondents
Amount of Voucher Information Received Prior to Survey	Quite A Bit	19.5
	Very Little	41.6
	None	38.9
Quality of Voucher Information Received to Date	Very Good	16.1
	Satisfactory	58.7
	Poor	25.2

*This table summarizes results on the last two questions of the survey.

TABLE B-6

ETHNIC DISTRIBUTION OF APPLICANT POOL

School	Percent of Present K-6 Enrollees			Percent of First Choice Applicants Group[a]			Percent of Total Choices[b]		
	White	Black	Other	White	Black	Other	White	Black	Other
Franklin High Area	46.1	36.0	17.9	45.0	35.6	19.4	46.4	31.7	21.9
Brighton	50.1	22.3	27.6	45.7	24.5	29.8	47.5	30.4	22.1
Columbia	39.0	48.1	12.9	36.3	51.1	12.6	35.0	40.7	24.3
Graham Hill	56.6	21.4	22.0	51.9	22.3	25.8	53.1	20.1	26.8
Hawthorne	43.9	37.4	18.7	45.9	34.3	19.8	49.2	36.4	14.4
Muir	30.4	55.3	14.3	26.9	58.0	15.1	28.9	48.5	22.6
Whitworth	62.6	20.7	16.7	61.3	20.7	18.0	61.0	18.1	20.9
Mt. Virgin	39.5	49.0	11.5	47.6	44.1	8.3	46.7	41.4	11.9
Cleveland High Area	45.9	25.1	29.0	47.8	25.0	27.2	46.9	28.3	24.8
Beacon Hill	19.7	22.4	57.9	18.0	29.9	52.1	22.8	38.9	38.3
Concord	92.3	0.9	6.8	92.5	0.9	6.6	89.1	4.8	6.1
Dearborn Park	30.6	31.7	37.7	28.2	36.1	35.7	38.0	34.0	28.0
Elementary Alternative	100.0	0.0	0.0	87.0	9.3	3.7	74.4	17.8	7.8
Kimball	24.3	27.7	48.0	24.6	24.2	51.2	26.9	32.8	40.3
Maple	69.0	9.9	21.1	69.7	9.7	20.6	63.3	10.5	26.2
Van Asselt	24.7	55.7	19.6	25.3	53.3	21.4	28.9	46.7	24.4
St. Edward's	76.5	9.7	13.8	66.7	18.8	14.5	66.6	19.3	14.1
St. George's	88.1	5.7	6.2	85.6	8.3	6.1	76.0	12.8	11.2
Rainier Beach High Area	66.8	18.4	14.8	66.1	18.9	15.0	62.4	21.2	16.4
Dunlap	56.5	31.6	11.9	55.6	30.9	13.5	54.7	28.0	17.3
Emerson	81.7	8.3	10.0	80.2	7.8	12.0	76.6	9.4	14.0
Rainier View	70.0	11.7	18.3	68.4	13.6	18.0	65.2	18.6	16.2
Wing Luke	38.1	35.1	26.8	33.3	40.8	25.9	38.9	37.6	23.5
St. Paul's	93.0	0.5	6.5	86.5	6.3	7.2	77.7	11.7	10.6
Sealth High Area	88.0	6.6	5.4	87.1	7.4	5.5	86.0	8.6	5.4
Arbor Heights	96.9	1.5	1.6	96.0	2.4	1.6	92.3	4.5	3.2
Cooper	83.3	8.1	8.6	80.2	11.2	8.6	80.6	12.4	7.0
Fairmount Park	81.2	10.1	8.7	78.0	9.1	12.9	77.0	10.6	12.4
Fauntleroy	95.0	0.1	4.9	94.6	0.4	5.0	92.9	2.4	4.7
High Point	51.2	34.0	14.8	51.1	31.4	17.5	51.9	29.5	18.6
Highland Park	94.8	1.5	3.7	94.9	1.5	3.6	91.3	5.5	3.2
Hughes	93.2	1.9	4.9	93.7	2.1	4.2	89.1	5.5	5.4
Roxhill	82.4	10.7	6.9	80.9	12.4	6.7	88.8	6.3	4.9
Sanislo	93.9	5.1	1.0	91.5	8.5	0.0	88.8	9.5	1.7
Holy Family	97.0	3.0	0.0	84.1	13.6	2.3	83.6	12.9	3.5
Our Lady of Guadalupe	94.2	2.9	2.9	84.9	9.1	6.0	84.0	11.6	4.4
Little Folk Montesori	100.0	0.0	0.0	67.0	26.6	6.4	65.0	24.4	10.6

[a]This is an estimated percentage distribution of first choice applicants as recorded in Table B-2.

[b]This is an estimated ethnic distribution for all first, second, and third choices for each of the listed schools.

TABLE B-7

HOLDING POWER OF SCHOOLS

School	White			Black			Other			Total		
	Present Enrollment	Present Students Remaining[a]	Percent Holding Power[b]	Present Enrollment	Present Students Remaining[a]	Percent Holding Power[b]	Present Enrollment	Present Students Remaining[a]	Percent Holding Power[b]	Present Enrollment	Present Students Remaining[a]	Percent Holding Power[b]
Franklin Area	1327	1059	79.8	1037	807	77.8	516	456	88.4	2880	2322	80.6
Brighton	211	159	75.4	94	63	67.0	116	105	90.5	421	327	77.7
Columbia	144	95	66.0	177	116	65.5	48	34	70.8	369	245	66.4
Graham Hill	196	177	90.3	74	74	100.0	77	74	96.1	347	325	93.7
Hawthorne	125	106	84.8	107	76	71.0	53	46	86.8	285	228	80.0
Muir	230	155	67.4	419	328	78.3	108	86	79.6	757	569	75.2
Whitworth	391	337	86.2	129	114	88.4	105	102	97.1	625	553	88.5
Mt. Virgin	30	30	100.0	37	36	97.3	9	9	100.0	76	75	98.7
Cleveland Area	1579	1405	89.0	862	700	81.2	1000	901	90.1	3441	3006	87.4
Beacon Hill	81	69	85.2	92	86	93.5	237	227	95.8	410	382	93.2
Concord	306	293	95.8	3	3	100.0	22	20	90.9	331	316	95.5
Dearborn Park	153	110	71.9	158	132	83.5	188	160	85.1	499	402	80.6
Elem. Alternative	8	6	75.0	0	0	-	0	0	-	8	6	75.0
Kimball	125	106	84.8	129	111	86.1	260	245	94.2	514	462	89.9
Maple	322	277	86.0	46	40	87.0	99	86	86.9	467	403	86.3
Van Asselt	174	139	79.9	393	293	74.6	138	110	79.7	705	542	76.9
St. Edward's	239	238	99.6	30	26	86.7	44	41	93.2	313	305	97.4
St. George's	171	167	97.7	11	9	81.8	12	12	100.0	194	188	96.9
Rainier Beach Area	1476	1224	82.9	407	306	75.1	328	293	89.3	2211	1823	82.5
Dunlap	277	209	75.5	155	117	75.5	58	50	86.2	490	376	76.7
Emerson	587	486	82.8	60	42	70.0	72	66	91.7	719	594	82.6
Rainier View	289	240	83.0	48	37	77.1	76	67	88.2	413	344	83.3
Wing Luke	155	121	78.1	143	110	76.9	110	98	89.1	408	329	80.6
St. Paul's	168	168	100.0	1	0	0.0	12	12	100.0	181	180	99.5
Sealth Area	4267	3734	87.5	320	232	72.5	264	221	83.7	4851	4187	86.3
Arbor Heights	648	613	94.6	10	10	100.0	11	11	100.0	669	634	94.8
Cooper	360	297	82.5	35	35	100.0	37	32	86.5	432	364	84.3
Fairmount Park	402	359	89.3	50	41	82.0	43	43	100.0	495	443	89.5
Fauntleroy	440	401	91.1	1	0	0.0	23	23	100.0	464	424	91.4
High Point	184	84	45.7	122	55	45.1	53	31	58.5	359	170	47.4
Highland Park	721	643	89.2	11	7	63.6	29	25	86.2	761	675	88.7
Hughes	492	437	88.8	10	8	80.0	26	20	76.9	528	465	88.1
Roxhill	414	349	84.3	54	49	90.7	34	31	91.2	502	429	85.5
Sanislo	342	292	85.4	19	19	100.0	3	0	0.0	364	311	85.4
Holy Family	99	96	97.0	3	3	100.0	0	0	-	102	99	97.1
Our Lady of Guadalupe	165	163	98.8	5	5	100.0	5	5	100.0	175	173	98.9

Table B-7

(con't)

[a]This is the estimated number of present students who would select to remain in the school if the voucher plan were in operation.

[b]The percent holding power is simply the percentage of present students likely to remain in the school given the choice as indicated on the survey form of Appendix B.

Student Name _____

UNIVERSITY OF WASHINGTON
SEATTLE, WASHINGTON 98105

Bureau of School Service and Research
Robert A. Anderson, Director

January 10, 1971

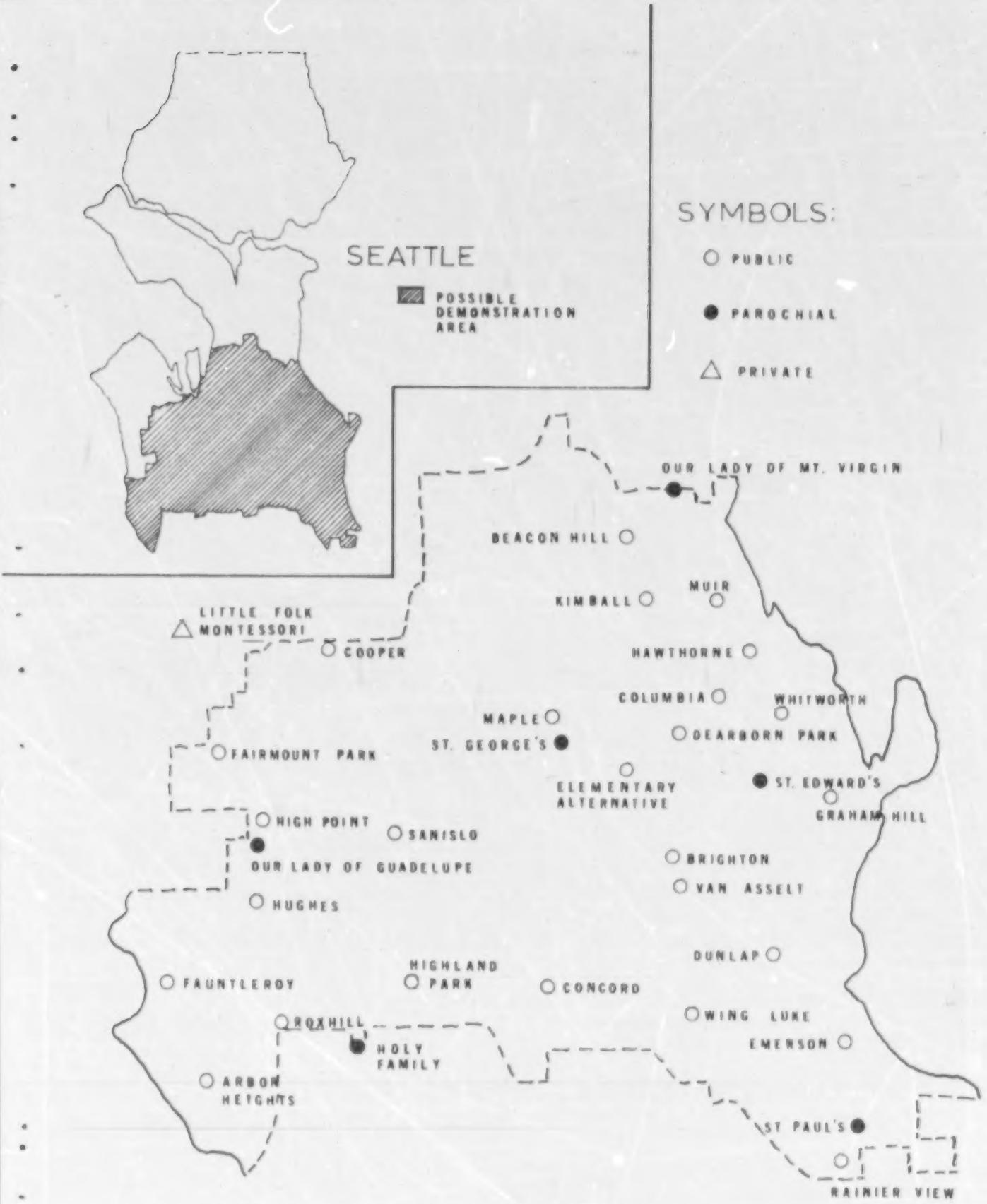
Dear Parent:

As you probably know, the Seattle School District has asked the Bureau of School Service and Research at the University of Washington to coordinate a study of whether to have a five to seven year demonstration of a voucher plan in some part of the city. If Seattle decides to try it, parents in the demonstration area would have a choice of about 25 elementary schools. You reside in one of the areas being studied. As part of the study, we would like to find out which school you would choose for your child if transportation and tuition were provided. You can mark your choice on the next page and return it to school with your student. A map showing the location of each of the available schools is attached.

We appreciate your help with this survey and apologize for not giving more information on each of the schools. If Seattle were to try the voucher idea, detailed descriptions of the school programs would be provided. Our purpose here is to find out how many parents would want their children to attend different schools and what reasons parents use in choosing schools. This information will help in deciding whether Seattle should continue to study the voucher plan and might also help schools to improve even if a voucher plan is not tried in Seattle.

Your student should return this questionnaire to his or her school by January 12th. If you have any questions concerning the voucher or this survey, please feel free to call the Bureau of School Service. Thank you for your cooperation.

126 Lewis Annex / Telephone: (206) 543-4940



SCHOOL LOCATION MAP

Student Name _____

Present School _____

Grade Level _____

SCHOOL CHOICE SURVEY

If you could send your child (who is named above) to any of the following schools, which would you choose? Since we do not know whether the voucher could be used to pay tuition at private and parochial schools, please mark three choices for each group below. (If you choose all public schools in Group #1, your choices will be the same for both groups.) Please mark 1, 2, and 3 in each column as follows:

1 - First Choice
2 - Second Choice
3 - Third Choice

Group #1 * If Public, Private, and Parochial Schools are included (Mark 1, 2, and 3)	Group #2 * If Public Schools only are included (Mark 1, 2, and 3)
___Arbor Heights	___Arbor Heights
___Beacon Hill	___Beacon Hill
___Brighton	___Brighton
___Columbia	___Columbia
___Concord	___Concord
___Cooper	___Cooper
___Dearborn Park	___Dearborn Park
___Dunlap	___Dunlap
___Elementary Alternative (formerly at Martha Washington)	___Elementary Alternative (formerly at Martha Washington)
___Emerson	___Emerson
___Fairmount Park	___Fairmount Park
___Fauntleroy	___Fauntleroy
___Graham Hill	___Graham Hill
___Hawthorne	___Hawthorne
___High Point	___High Point
___Highland Park	___Highland Park
___Holy Family (no kindergarten)	___Hughes
___Hughes	___Kimball
___Kimball	___Maple
___Little Folk Montessori (K-1 only)	___Muir
___Maple	___Rainier View
___Mt. Virgin (no kindergarten)	___Roxhill
___Muir	___Sanislo
___Our Lady of Guadalupe (no kindergarten)	___Van Asselt
___Rainier View	___Whitworth
___Roxhill	___Wing Luke
___Sanislo	
___St. Edward's (no kindergarten)	
___St. George's (no kindergarten)	
___St. Paul's (no kindergarten)	
___Van Asselt	
___Whitworth	
___Wing Luke	

* Schools include grades K-6 except as noted. For purposes of this survey, choose the school you would have preferred at the beginning of the present school year.

QUESTIONS RELATED TO SCHOOL CHOICES:

1. Please mark up to three (1, 2, and 3) reasons for your first choice selection.

___The school is close to home.
___The school's teachers are good.
___The school's program is good.
___The school's general reputation is good.
___The school building is modern.
___My child already goes to the school.
___I want my child to go to a religious school.
___The school has a mixture of races.
___The school does not have a mixture of races.
___The school has good discipline.
___The school's classes are small.
___The school has special programs that I like. (Please specify: _____
_____)

___Other (Please specify: _____
_____)

2. To what extent would you want to send your child to a different type of school than those listed? (Circle the appropriate response category.)

1 Very much
2 Somewhat
3 Not at all

3. If you are "very much" interested in a school not listed, please tell us what kind of school that might be.

_____

_____

_____

QUESTIONS RELATED TO VOUCHER INFORMATION: (Circle the appropriate response category.)

1. How much information have you received (prior to this survey) on the voucher plan?

1 Quite a bit
2 Very little
3 None

2. How would you rate the quality of information you have received on vouchers?

1 Very good
2 Satisfactory
3 Poor

_____
Parent Signature

APPENDIX C: CITIZEN ATTITUDES IN THE HYPOTHETICAL DEMONSTRATION AREA(S)

The Community Attitude Survey, conducted by the BSSR in February, 1972, is designed to gather information on citizens' attitudes toward vouchers. Such information will, hopefully, be presented to the Seattle School Board prior to their decision whether to proceed with implementation of a voucher plan. This decision is scheduled to be made in March, 1972.

The survey involved a random selection of 3,000 residents living in the four high school attendance areas currently under consideration as a potential voucher demonstration area: Franklin, Cleveland, Rainier Beach and Sealth. Questions on the survey were designed to gain information on three different topics: (1) Opinions on the quality of information already received about the voucher plan, (2) attitudes of community members toward schools in various sections of the Seattle School District, and (3) opinions toward specific aspects of the proposed voucher plan. As a part of the survey, demographic information on individual respondents will be gathered for analysis purposes only.

To promote community involvement in the survey effort, a coordinator was selected from each of the four high school attendance areas. The area coordinators, in turn, selected a total of fifty interviewers to conduct the actual survey.

The interview process itself was divided into two parts. Interviewers first conducted a screening interview, designed to gain personal data on the respondent. At the conclusion of their interview, a packet of information about the voucher plan and an attitude survey to be completed after reading the information was left with the respondent. This second part of the survey was then mailed back to the BSSR within a limited time period. Copies of both the screening interview and return mailer follow as part of this appendix.

ATTENTION

AFTER YOU HAVE READ THE MATERIALS JUST GIVEN TO YOU, PLEASE COMPLETE THIS QUESTIONNAIRE AND RACIAL IDENTIFICATION FORM AND RETURN IN THE ATTACHED ENVELOPE TO THE BUREAU OF SCHOOL SERVICE AND RESEARCH AT THE UNIVERSITY OF WASHINGTON ON OR BEFORE _____.

REMEMBER, YOUR OPINION CONCERNING THIS IMPORTANT MATTER CAN ONLY BE HEARD IF YOU SEND US YOUR RESPONSES. THANK YOU FOR YOUR ASSISTANCE IN THIS MATTER.

FOR ADDITIONAL INFORMATION CALL: PA 3-3515 OR 543-4940

Location Code _____

Respondent Code _____

Telephone _____

SCREENING INTERVIEW GUIDE

This screening interview is designed as part of an effort to disseminate information on the voucher plan currently being studied by the Seattle School District and to assess general attitudes of citizens living in a potential voucher demonstration area toward elementary schools. The School District and its Directors are interested in the attitudes of parents before proceeding with further study of the voucher plan. IT IS EMPHASIZED THAT THE EDUCATIONAL VOUCHER PLAN IS ONLY UNDER STUDY AT THIS TIME AND NO DECISION HAS BEEN MADE REGARDING ITS IMPLEMENTATION IN THE CITY OF SEATTLE. All results of the survey will be confidential and results will be reported on an aggregate group basis, thereby assuring your anonymity. Please do not hesitate to answer the questions frankly.

Personal and Income Data on Respondent

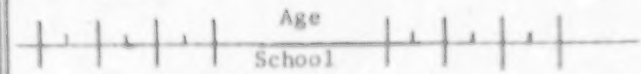
Personal and Family Background	Response Choices
Sex (Circle the appropriate category.) [9]	1 Male 2 Female
Household Category (Circle the appropriate category.) [2]	1 Head of Household 2 Spouse of head of household 3 Other
Education of Head of Household (Circle highest grade attended. Anyone proceeding beyond the baccalaureate degree would be in the 17+ category.) [10-11]	06 07 08 09 10 11 12 13 14 15 16 17+
Parent Status [12]	1 Children in public schools (K-6) 2 Children in non-public schools (K-6) 3 Children in both public and non-public schools (K-6) 4 No children in school (K-6)

Children's Ages and School Classification

Record age and school type for each child beginning with the youngest Boy and Girl respectively. Use the school classification code as follows:

N - No School Attended
P - Public School
C - Parochial or Religious School
O - Other School

Boys [13-17] Girls [21-25]



Family Income Data (Circle 1, 2, or 3 under income category.)

Persons in Family [50]	Income Category 1	2	3
1	0-1900	1901-2850	2851+
2	0-2500	2501-3750	3751+
3	0-3100	3101-4650	4651+
4	0-3800	3801-5700	5701+
5	0-4400	4401-6600	6601+
6	0-5000	5001-7500	7501+
7	0-5600	5601-8400	8401+

8 or more - Circle Number 1, 2, or 3 above according to the designation on income chart.

Questions Relating to School and Voucher Acceptance

STATEMENT	RESPONSE
1. How do you compare the public elementary schools in Seattle with those in other districts? [51]	1 Very Favorable 2 Favorable 3 Undecided 4 Unfavorable 5 Very Unfavorable
2. How do you compare your neighborhood public elementary school with others in the city? [52]	1 Very Favorable 2 Favorable 3 Undecided 4 Unfavorable 5 Very Unfavorable
3. How do you compare your neighborhood public elementary schools with the parochial schools in your area? [53]	1 Very Favorable 2 Favorable 3 Undecided 4 Unfavorable 5 Very Unfavorable
4. Have you heard previous to this time that Seattle is considering a voucher demonstration? [54]	1 Yes 2 Vaguely 3 No
5. Do you feel you have sufficient information for stating a preference regarding the voucher plan for Seattle? [55] (If yes, proceed; if not sure or no, interviewer will give respondent statement of the educational voucher system.)	1 Yes 2 Not Sure 3 No
6. According to the information you have now, either from the previous information or that information just given you, what is your likely attitude toward a voucher plan for the Seattle School system? [56]	1 Very Favorable 2 Favorable 3 Undecided 4 Unfavorable 5 Very Unfavorable

Respondent Code _____

RACIAL IDENTIFICATION: The purpose of this survey is to determine Seattle Citizens' general opinion about the voucher concept being studied for the Seattle Public Schools. Identification by race has been included only for the purpose of determining if different ethnic groups feel differently about their schools. Although racial data could be linked to your telephone number through use of the respondent code, results will be reported by groups only, therefore your anonymity is assured. Please indicate with which racial category(s) you wish to be identified. PLEASE NOTE THAT SUCH IDENTIFICATION IS OPTIONAL ON YOUR PART.

1. Asian
2. Black
3. Indian
4. Mexican American (Chicano)
5. Oriental
6. White
7. Other (Specify) _____

_____

Respondent Code _____

COMMUNITY ATTITUDE SURVEY

This survey is designed to provide you the chance to express your feelings on a very important matter being discussed by the Seattle School District and its Directors, namely, the potential of testing a voucher plan here. There are no right or wrong answers, so do not hesitate to mark the statements frankly.

There are three parts to this survey. Part I seeks your opinion concerning the quality of information you have received. Part II seeks your general attitude toward the public elementary schools in your area. Part III asks your opinions toward the voucher plan and some of its parts. THIS IS YOUR CHANCE AS A CITIZEN TO EXPRESS YOUR OPINION ON THIS MATTER AND TO PROVIDE VALUABLE INPUT TO THE SCHOOL BOARD.

After you have read the materials which were given to you with this survey, fill in your responses on this form. You will notice that there is no place for your name. This form has been coded in the upper right hand corner (Respondent Code) in order that the data can be treated by code numbers and the results presented by groups only. Your feelings toward the questions asked on this form will be analyzed along with the data you provided during the interview. PLEASE DO NOT OMIT ANY ITEMS.

IMPORTANT: After you have finished the survey, place this form in the attached envelope and drop it in the nearest mailbox. The information given to you by the interviewer is for you to keep. We sincerely appreciate your efforts in taking the time to respond to these questions - you have provided valuable information for the Seattle School District.

Part I: INFORMATION ON THE VOUCHER PLAN

1. Have you received information on the voucher plan from any source other than the information received with this survey? (Circle the number associated with your response choice.)

   1 Yes
   2 No
   3 Not Sure

2. If your answer was <u>yes</u> to the above question, from which of the following sources did you receive that information? (Circle all those from which you have obtained information on the voucher.)

   1 School Board Meeting
   2 PTA Meeting
   3 Area Advisory Council Meeting
   4 Community Social or Interest Group
   5 School Bulletin or News Letter
   6 Radio or Television
   7 Newspaper
   8 Other Parents
   9 Other (please specify:

   _____)

3. Which of these same sources do you generally consider to be the best source of information on schools? (Circle only the one best source of information.)

1 School Board Meeting
2 PTA Meeting
3 Area Advisory Council Meeting
4 Community Social or Interest Group
5 School Bulletin or News Letter
6 Radio or Television
7 Newspaper
8 Other Parents
9 Other (please specify: _____)

4. How would you rate the overall quality of information on the voucher plan which you received from the interviewer and from the materials which he or she left with you? (Circle the response category coinciding with your personal opinion.)

1 Very Adequate
2 Adequate
3 Average
4 Poor
5 Very Poor

5. Would you be interested in obtaining additional information?

1 Yes
2 No
3 Undecided

Part II: ATTITUDE TOWARD PUBLIC ELEMENTARY SCHOOLS IN YOUR AREA

Please respond to each of the following statements. Circle the response category which best describes your feelings about the public elementary schools in your area.

1. How do you compare your neighborhood public elementary school with others in the City? (Circle the response category which most nearly reflects your opinion.)

1 Very Favorable
2 Favorable
3 Undecided
4 Unfavorable
5 Very Unfavorable

2. If your reaction to the neighborhood school was "unfavorable" or "very unfavorable," please indicate the changes needed to improve the quality of the school in question.

_____

_____

_____

Part III: OPINIONS TOWARD THE VOUCHER CONCEPT

BE SURE YOU HAVE READ THE INFORMATION GIVEN TO YOU WITH THIS SURVEY BEFORE DOING THIS SECTION. These statements have been designed to provide you the chance to express your opinion about the voucher plan being proposed for Seattle. In addition, we would like for you to respond to several statements relating to various issues which have been raised about this plan. (Circle the response which best describes your opinion about the voucher plan.) WE WANT YOUR FRANK OPINION ABOUT THESE IMPORTANT MATTERS. PLEASE DO NOT OMIT ANY ITEMS.

		Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1.	The voucher plan would increase chances for parents to be involved in school affairs.	SA	A	U	D	SD
2.	Private and church schools should receive tax money for education except for religious instruction.	SA	A	U	D	SD
3.	The voucher plan would make schools more racially and economically segregated.	SA	A	U	D	SD
4.	The voucher plan would create unhealthy competition among schools.	SA	A	U	D	SD
5.	The proposed voucher system would improve the quality of education in the Seattle Public Schools.	SA	A	U	D	SD
6.	Parents should be able to choose schools for their children.	SA	A	U	D	SD
7.	There should be no more than 40 per cent of any one minority group in a voucher school.	SA	A	U	D	SD
8.	The federal government should pay for extra costs needed to test a voucher plan.	SA	A	U	D	SD
9.	Children entering kindergarten or first grade should be able to go to a school where a brother or sister is already enrolled.	SA	A	U	D	SD
10.	A school should run the risk of being closed if it does not respond to parents' needs.	SA	A	U	D	SD
11.	Schools should be more responsive to the needs of children from poor families.	SA	A	U	D	SD
12.	Under a voucher plan, principals and teachers would listen more to parent's wishes since parents would choose their children's schools.	SA	A	U	D	SD
13.	Students now enrolled in a school should be allowed to stay there if the voucher plan is tried.	SA	A	U	D	SD
14.	Parents should be able to choose the teacher as well as the school for their children.	SA	A	U	D	SD
15.	The school district should give principals more freedom to run their own school.	SA	A	U	D	SD
16.	In order to create better programs for the poor, vouchers for children from poor families should be worth more than vouchers for other children.	SA	A	U	D	SD
17.	Parents are well enough informed to choose their children's schools.	SA	A	U	D	SD
18.	Higher state and local taxes would result from a voucher plan.	SA	A	U	D	SD
19.	Minimum controls preventing schools from denying admission to children because of race are necessary.	SA	A	U	D	SD
20.	Where more children apply than a school has spaces for, there should be a lottery system so that each child not currently enrolled has the same chance to go to that school.	SA	A	U	D	SD

21. Parents not happy with their public schools should be given funds to start their own schools. . . SA A U D SD

22. Increased federal aid in the Seattle Public Schools would be good for our schools. . . . . SA A U D SD

23. I would like to see Seattle test the voucher plan at the high school level. . . . . SA A U D SD

24. According to the information you have now, what is your attitude toward a voucher plan for the Seattle School District? (Circle the response number which most nearly reflects your opinion.)

1 Very Favorable
2 Favorable
3 Undecided
4 Unfavorable
5 Very Unfavorable

25. If a voucher plan were tried in Seattle, what is your attitude toward your area being included?

1 Very Favorable
2 Favorable
3 Undecided
4 Unfavorable
5 Very Unfavorable

26. IN THINKING AHEAD TO THE 1972-73 SCHOOL YEAR, WHAT KIND OF ACTION WOULD YOU PREFER TO SEE THE SCHOOL BOARD TAKE IN RELATION TO THE VOUCHER PLAN? (Circle the letter of the choice which most closely indicates your view.)

a. Try the voucher plan as proposed in September 1972 with the School Board serving as the EVA.

b. Delay the voucher plan until September 1973 to allow for more planning.

c. Modify the proposed voucher plan to cover the public schools only.

d. Drop any plans for a voucher demonstration in Seattle and maintain the present emphasis on individualized instruction.

e. Drop the voucher plan and return to a more traditional program.

f. Other (please specify: _____

_____

APPENDIX D: CONCERNS OF COMMUNITY LEADERS*

*This appendix is two separate reports on the activities of University Information Systems (UIS) and summarizes a major part of their subcontract on community information and attitude assessment.

Section 1: General Community Leaders

There is a need to assess the awareness and attitudes of community groups and their leaders to the feasibility study of the education voucher field test in Seattle. This report will discuss the level of information and interest in the voucher system among the groups sampled, and will indicate the areas of greatest individual concern with the voucher system.

University Information Systems (UIS) played a dual role in working with community groups and group leaders: (1) through designing and implementing an information dispersal system to inform individuals about the voucher, and (2) through surveying reactions of community leaders to the voucher system. The survey was designed to measure community concerns over issues raised during Phase II of the voucher study.

Method

A list of community leaders on a city-wide basis was arbitrarily selected. To the maximum extent feasible, selection of individuals and groups was based upon the following criteria:

Group Selection	Individual Selection
a. The length of time the group has been in existence.	a. The individual's position in the socio-economic structure.
b. Its vitality and potency to affect or influence community opinion.	b. The degree to which he or she is known of or acquainted with the leadership structure.
c. Its relationship and "linkage" with other community groups.	c. The character of his/her paid occupation as this relates to influencing community opinion.
d. Its manifest interest in the education of youth.	d. Knowledge of his/her contributions to volunteer causes.

Although a number of individuals and groups throughout the city were contacted, it was not always possible to arrange an interview due to conflicting appointments, inconvenience of the group to respond other than through monthly meetings, etc. UIS, however, made every effort to avoid bias in the type of groups it contacted. Political persuasion or affinity to various types of causes or interest groups that may have had a bearing on their view about the voucher study, or about the Seattle School Board, did not deter the Contractor from attempting to obtain an interview.

The list eventually included 131 key individuals and community group leaders and members of the Washington State House and Washington State Senate from Seattle-King County, as well as other influential legislators from around the state (a total of 83 legislators). The leadership of the elementary schools' Parent Teacher Student Association (PTSA) in Seattle (388 members) and the Executive Committee of the Seattle Council of PTSA (20 members) were included in the project because of their interest and concern with education and educational innovation. An initial mailing of basic information on the education voucher was sent to the groups and individuals listed above, in November, 1971.

The information materials included a list of the Voucher Study Committee membership, an article reprint from the *Seattle Times*, "Education Voucher - a Summary of Plans for a Possible Experiment in Seattle," and "Possible Alternative Schools under a Voucher Plan." Meetings were planned to follow the mailing in order to answer questions raised by the material, to inform individuals who had not received the initial mailing, and to survey individual members of groups on their awareness, information and concerns about the education voucher.

Response to UIS Information Program

TABLE D-1

LEVEL OF RESPONSE

	Number of Packets Sent	Number of Surveys Returned	Percent of Group Surveyed
Elementary Schools' PTSA, and the Executive Committee of Seattle Council of PTSA	408	41	10%
Legislators (House and Senate)	82	4	5%
Community Leaders and Group Members	131	217	165%*
Total	621	262	

Table D-1 shows the level of response to the survey. The PTSA leadership and the State legislators have a significantly lower response than the other group. Problems in contacting the PTSA groups occurred at the outset of the project. The PTSA council would not allow UIS to mail directly to their members; consequently, the November mailing packets were delivered to the PTSA council office for mailing, at the request of the president, Ms. A. Ulrich. Four packets were sent to each of the ninety-seven elementary school PTSA presidents in Seattle for distribution to the other PTSA officers and for discussion with the local members. An additional twenty packets went to the Executive Committee of Seattle Council of PTSA. The recipients of the packets were asked to call the Bureau of School Service and Research (BSSR) or UIS to arrange for the follow-up meeting, including the survey. Only two requests were forthcoming from the PTSA.

*This "over-response" resulted because individuals who received the basic information arranged meetings for their groups. These groups viewed a slide presentation on the proposed Education Voucher demonstration and an opinion survey was conducted following the presentation.

Because of the PTSA policy against direct mailing, UIS had no information with which to follow-up on the PTSA contacts. Consequently, the level of PTSA involvement remains low. One possible explanation is that the PTSA presidents took an uninterested or negative attitude toward the voucher study and did not wish any further involvement for themselves or their groups. Another possible explanation is that the Executive Committee of the Seattle Council of PTSA has organized a task force to make an in-depth study of the voucher, and they may have felt that they had sufficient access to information through their own resources. Thirdly, the PTSA leadership was represented on the Voucher Study Committee and therefore had access to information channels that kept them aware of the study's progress.

Additionally, of the two PTSA groups surveyed, 22 percent of the survey forms were submitted incomplete; again, one assumption is that individual PTSA members who were interviewed felt either unaffected or negative about the proposed education voucher field study, and therefore did not feel compelled to complete the survey.

The survey of State legislators also brought a little response. In this case, it seems that the time element was crucial. UIS had a limited time frame in which to complete the intended tasks. The time was further interrupted by Thanksgiving and Christmas holidays. Also, because of the impending opening of the State Legislature, it was extremely difficult to reach or to arrange meetings with individual legislators. It is possible that many might have been reluctant to reveal their views on the voucher study since permissive legislation was to be introduced in the 1972 Special Session of the Legislature.

The response to the survey among the community leaders and community group members was very high. Individuals who received the initial mailing arranged meetings for their groups, who then participated in the follow-up slide presentation and survey. Among the respondents to the survey, the following groups were represented, as shown in Table D-2.

TABLE D-2

PARTICIPATION OF COMMUNITY GROUPS
(excluding participation of PTSA members and legislators)

	Number Responding	Percent of Total
Community, and Four-year College faculty and administration	29	13%
YMCA, YWCA staff	24	11%
Clergy and member of church groups	26	12%
Jaycees	18	8%
Community Action Groups	16	7%
(including Seattle Career Opportunities Program in Education, Seattle-King County New Careers Program, Seattle Model City Program, Concentrated Employment Program, Group Homes, Head Start, Seattle-King County Public Defender Association, Seattle Chapter-National Business League, United Construction, Central Seattle Community Council, and United Inner-City Development Foundation)		

TABLE D-2
(continued)

	Number Responding	Percent of Total
Judges	4	2%
Individuals (not identified with a group)	23	11%
ACLU and Municipal League	12	6%
	217	100%

The reader will note that the following groups were not contacted by UIS because they were contacted by the BSSR:

- Central Area Committee for Civil Rights
- National Association for the Advancement of Colored People
- Various Neighborhood School Councils
- Seattle Urban League

Further, the local elected officials, manely the Mayor, Seattle City Council, the County Executive and County Council are currently being surveyed. A report of the results of these presentations will be filed separately.

Opinion Survey Results

Of the total 621 voucher information packets that were mailed, responses were received for 42 percent, or 262 respondents. Of this group, 43 percent (111 respondents) had no previous information about the voucher, while 57 percent (148 respondents) had varying levels of information, as shown in Table D-3.

TABLE D-3

LEVELS OF INFORMATION AMONG THOSE WHO
HAD PREVIOUS INFORMATION ABOUT EDUCATIONAL VOUCHERS
(148 respondents)

	Number Responding	Percent of Total
Have you received any information about the voucher other than that which was mailed to you?		
Very little information	51	34%
Some information	72	49%
Considerable information	25	17%
	148	100%

Table D-4 shows the greatest percentage of respondents had received their information about the voucher through the newspapers. Word of mouth was the next best medium for communicating information about the voucher study.

TABLE D-4

SOURCE OF INFORMATION

Through which of the following media (medium) did you receive your information?	Number Responding	Percent of Total
Newspaper article(s)	126	33%
Television	20	5%
Radio	11	3%
Community meeting (not school related)	29	8%
Area Council meetings (school related)	21	5%
Professional associations	22	6%
PTSA	25	6%
Schools	27	7%
Word of Mouth	78	20%
Others	28	7%
	387*	100%

*This total indicates that many respondents received their information from multiple sources.

Table D-5 reveals that most respondents felt the information they had received about the voucher demonstration study was adequate.

TABLE D-5

ADEQUACY OF INFORMATION

How would you rate the adequacy of the information you have received?	Number Responding	Percent of Total
Excellent	10	7%
Good	55	35%
Fair	58	37%
Poor	16	10%
Little or no understanding	9	6%
No opinion	8	5%
	156	100%

Table D-6 shows that a substantial percentage of those responding felt that parents should have greater choice than they now have about the schools their children attend.

TABLE D-6

PARENTS SHOULD HAVE A GREATER DEGREE OF CHOICE

	Number Responding	Percent of Total
Agree strongly	114	47%
Agree	88	36%
Disagree strongly	7	3%
Disagree	11	5%
Neither agree or disagree	22	9%
	242	100%

Of those sampled, 88 percent (181 respondents) wished to receive information about the Education Voucher feasibility study in the future. Their names have been forwarded to the BSSR for follow-up.

In an attempt to determine the issues and concerns of the community and of the State Legislature, as assessed by key individual citizens, the group was asked to rank 25 issues as very important, important, of little importance or no importance. All 25 issues were considered to be either very important or important by the group. That is, at least 80 percent of those sampled felt that all but four of the 25 issues listed were either important or very important; the remaining four issues were thought to be important or very important by at least 70 percent of those sampled. Table D-7, D-8, D-9, and D-10 will indicate the areas and levels of concern.

The Education Voucher Agency was thought to be important or very important by at least 90 percent of those responding (Table D-7).

TABLE D-7

THE EDUCATION VOUCHER AGENCY

	Number Responding	Very Important	Important	Little Importance	No Importance
To whom it will be responsible	237	72%	21%	6%	1%
How it will be formed	236	66%	25%	8%	1%
How and who will select its governing body	233	71%	19%	9%	1%
What the powers of the governing body will be	232	75%	19%	5%	1%
What the relationship of the EVA will be to:					
a. Parents	237	68%	24%	8%	0
b. Teachers and Administrators	232	62%	30%	7%	1%
c. School Board	229	61%	31%	7%	1%
d. Office of Economic Opportunity	229	49%	31%	15%	5%

Concerns over the organization and evaluation of the voucher experiment, criteria and selection of the demonstration area and pupils, and the educational advantages and disadvantages of the voucher study were considered important by the group (Table D-8).

TABLE D-8

VOUCHER EXPERIMENT ORGANIZATION AND GOALS

	Number Responding	Very Important	Important	Little Importance	No Importance
1. How "voucher schools" are to be monitored and evaluated.	238	71%	22%	6%	1%
2. Eligibility criteria and selection of the pupil demonstration area.	239	60%	32%	7%	1%
3. Eligibility criteria and selection of pupils to participate in the education voucher experiment.	233	60%	32%	6%	2%
4. The short range educational advantages contemplated from the education voucher experiment.	233	39%	43%	15%	3%
5. The long range educational advantages contemplated from the education voucher experiment.	241	64%	28%	6%	2%

Other concerns, including concerns over type and quality of "voucher schools," the relationship of voucher schools to public schools, transportation costs, the phasing of children back into public schools and the relationship of private professional education organizations to the Education Voucher plan are shown in Table D-9.

TABLE D-9

IMPORTANT CONCERNS RELATED TO VOUCHERS

	Number Responding	Very Important	Important	Little Importance	No Importance
Type and quality of "voucher schools," including curriculum, teachers and administrators.	244	65%	24%	6%	5%
Payment of pupil transportation costs and incidental expenses at "voucher schools."	239	40%	35%	20%	5%
The relationship of "voucher schools" to public schools.	230	38%	38%	18%	6%
The problem of how children are phased back into the public school system in the event federal funds are discontinued.	241	51%	29%	17%	3%
The relationship of private professional education organizations to the education voucher plan.	230	32%	40%	23%	5%

The impact of the voucher on desegregation/integration and on educational objectives was thought to be important or very important for both public and private schools (see Table D-10).

TABLE D-10

EDUCATIONAL OBJECTIVES AND SCHOOL INTEGRATION

	Number Responding	Very Important	Important	Little Importance	No Importance
Desegregation/integration in private schools	233	56%	25%	15%	4%
Desegregation/integration in public schools	231	67%	24%	6%	3%
Educational objectives in public schools	242	61%	28%	10%	1%
Educational objectives in private schools	237	47%	30%	17%	6%

The constitutional issue of separation of church and State, and the merit of State support to private and parochial schools were ranked lower than other issues by the respondents (see Table D-11).

TABLE D-11

CHURCH AND STATE IN THE VOUCHER PLAN

	Number Responding	Very Important	Important	Little Importance	No Importance
The constitutional issues of separation of church and State.	243	41%	31%	15%	13%
The merit of the State providing financial support to private and parochial schools.	241	43%	38%	10%	9%

Comments were also solicited about other "open-ended" concerns over the voucher study. Blank space was provided on the survey forms for the respondent to list his/her concerns. These comments have been forwarded to the BSSR. Generally, the other issues seemed to reflect concern over the Education Voucher Agency (who sets it up, who designs the curriculum), and over the possibility that the voucher system might encourage separatism in schooling.

In an attempt to discern positive and negative attitudes about current schooling in Seattle from the group, those parents with children in elementary schools, 47 percent of those sampled (108 parents), were asked their perception of how well the school is doing in preparing their children. As noted in Table D-12, this group of parents felt that the schools are doing an above-average job in preparing their children for the future.

TABLE D-12

CURRENT SCHOOL PERFORMANCE

	Number Responding	Percent of Total
How good a job do you think your children's schools are doing in preparing them for the future?		
Very good job	34	21%
Good job	47	30%
Fair job	53	33%
Poor job	16	10%
Very poor job	10	6%
	160*	100%

Comments were solicited from the parents in order to establish what they like and dislike about schools. These statements have been excerpted and forwarded to the BSSR. The general comments have been summarized in Table D-13 below.

TABLE D-13

LIKES AND DISLIKES IN PRESENT SCHOOLS

Like About Schools		Dislike About Schools	
Quality of teachers	(29 responses)	Poor quality teachers	(17 responses)
Quality of school curriculum	(9 responses)	Rigid, unresponsive school administration	(9 responses)
Special programs	(5 responses)	Lack of relevancy or challenge in curriculum	(11 responses)
Programs in reading and math	(2 responses)		
Level of racial integration	(9 responses)	Curriculum and administration not responsive to needs of minority students	(6 responses)
Level of parent involvement	(8 responses)	Curriculum and administration not responsive to needs of bright students	(3 responses)
		Crowded schools and classrooms	(6 responses)

*Of the 160 respondents to the question "How good a job do you think...?" some had children older than or not yet of elementary school age, and some had no children, but wished to express their opinion.

Section 2: Local Elected Officials

This report will discuss the level of information and interest in the education voucher feasibility study among certain local elected officials; members of the Seattle City Council and the King County Council, and some King County Council staff members.

In December, packets containing information on the voucher system were delivered to the offices of the Seattle City Council and the offices of the County Council for dispersal to council members. However, through some internal communications difficulties within the councils, some of the councilmen did not receive the initial voucher information until much later. Others who did receive the packets were too busy to read it. Of the number who were finally surveyed (16), only a few were familiar with the information materials prior to the demonstration and survey.

Meetings were scheduled in early December, but because of the press of business by both councils, meetings could not be arranged until much later. Individual interviews with Seattle City Councilmen took place from January 21 to February 2, 1972. The King County Councilmen preferred a general meeting to individual meetings. The general meeting with the King County Council took place January 28th in the County Administration Building. At the interviews and the meeting, the councilmen were briefed on the progress of the voucher system feasibility study in the Seattle area, and were then surveyed for their opinions and concerns regarding the voucher experiment.

Level of Response

The survey of the Seattle City Council reached eight out of the nine Council members (Cooley, Chapman, Lamphere, Smith, Hill, Tuai, Miller and Williams). Of the nine-person King County Council, five Council members took part in the survey. The total of sixteen responses from local elected officials and selected staff members represented 6 percent of the total responses (262) to the Opinion Survey conducted by University Information Systems for the Bureau of School Service and Research. This report will deal only with the smaller elected group, except where it differs markedly from the general group, as reported in Phase I of our report.

TABLE D-14

RESPONSE AMONG SEATTLE CITY COUNCIL
AND KING COUNTY COUNCIL MEMBERS AND STAFF

Seattle City Council	8	
King County Council	5	
King County Council Staff	3	
	16	Total responses

Opinion Survey

The level of information about the voucher experiment was higher for the Council members than for the general group. Of the Council members and staff, 79 percent had prior information about the voucher, while 57 percent of the general group had information previous to the mailing. Only 21 percent (3 respondents) of the Council group had no previous information on the voucher, as opposed to 43 percent of the general group who had none.

TABLE D-15

LEVEL OF INFORMATION AMONG THOSE WHO HAD PREVIOUS INFORMATION (11 RESPONDENTS)

	Number Responding	Percent of Total
Have you received any information about the education voucher feasibility study other than that which was mailed to you?		
Very little information	3	27%
Some information	7	64%
Considerable information	1	9%
	11	100%

Table D-16 shows that City and County Council respondents received information about the education voucher feasibility study primarily from the newspaper. Word of mouth was another medium for learning about the voucher. The Council group also indicated that they received information about the voucher from "other sources," but did not specify these sources. Many received their information from multiple sources, indicated by the total of twenty-five responses to the question.

TABLE D-16

SOURCE OF INFORMATION

	Number Responding	Percent of Total
Through which of the following media (medium) did you receive your information?		
1. Newspaper article(s)	9	36%
2. Television	2	8%
3. Radio	3	12%
4. Community meetings (not school related)	0	0
5. Area Council meetings (school related)	0	0
6. Professional associations	0	0
7. P.T.S.A.	1	4%
8. Schools	2	8%
9. Word of mouth	4	16%
10. Others	4	16%
	25	100%

Table D-17 shows that 80 percent of those responding (10 persons) felt that they had received adequate information about the voucher demonstration study.

TABLE D-17

ADEQUACY OF INFORMATION

How would you rate the adequacy of the information you have received?	Number Responding	Percent of Total
Excellent	1	10%
Good	2	20%
Fair	5	50%
Poor	0	0
Little or no understanding	2	20%
	10	100%

Table D-18 shows that 75 percent of the councilmen and staff felt that parents should have greater choice than they now have about the schools their children attend. This compared favorably with the 83 percent in the general group who felt the same.

TABLE D-18

PARENT SHOULD HAVE GREATER CHOICE

	Number Responding	Percent of Total
Agree strongly	5	31%
Agree	7	44%
Disagree strongly	0	0
Disagree	3	19%
Neither agree nor disagree	1	6%
	16	100%

Of the Councils and staff sampled, 81 percent (13 respondents) wished to receive information about the voucher in the future. Their names have been forwarded to the Bureau of School Service and Research (BSSR) for follow-up.

The councils were asked to assess the issues in the community and in the legislature concerning the voucher study. They were asked to rank twenty-five issues on a scale of importance; very important to no importance. Most of the issues were thought to be either important or very important by the Councils. That is, sixteen of the twenty-five issues were thought to be important or very important by 80 percent of the council group (as compared to twenty-one issues thought to be important or very important by 80 percent of the general group). The tables following will show the areas and levels of concern.

The Education Voucher Agency (EVA) was thought to be important or very important by the Councilmen. The Councils differ from the general group, however, in their level of concern over the relationship between the EVA and the Office of Economic Opportunity (OEO). While a total of 80 percent of the general group felt this issue was important or very important, only 47 percent of the councilmen surveyed ranked the issue in either of these categories.

TABLE D-19

THE EDUCATION VOUCHER AUTHORITY

	Number Responding	Very Important	Important	Little Importance	No Importance
To whom it will be responsible	16	56%	38%	6%	0
How it will be formed	16	25%	50%	25%	0
How and who will select its governing body	16	50%	38%	12%	0
What the powers of the governing body will be	16	38%	56%	6%	0
What the relationship of the EVA will be to:					
a. Parents	16	44%	37%	19%	0
b. Teachers and Administrators	15	27%	53%	20%	0
c. School Board	15	40%	40%	20%	0
d. Office of Economic Opportunity	15	13%	34%	40%	13%

Table D-20 shows that the group felt unanimity in concerns over eligibility criteria and selection of the pupil demonstration area, and the long-range educational advantages and disadvantages contemplated from the voucher experiment.

TABLE D-20

VOUCHER EXPERIMENT ORGANIZATION AND GOALS

	Number Responding	Very Important	Important	Little Importance	No Importance
1. How "voucher schools" are to be monitored and evaluated.	16	44%	50%	6%	0
2. Eligibility criteria and selection of the pupil demonstration area.	16	12%	88%	0	0
3. Eligibility criteria and selection of pupils to participate in the education voucher experiment.	16	38%	56%	6%	0
4. The short-range educational advantages contemplated from the education voucher experiment.	16	31%	31%	38%	0
5. The long-range educational advantages and disadvantages contemplated from the education voucher experiment.	16	56%	44%	0	0

The Councils' group was also unanimous in their concern over the type and quality of " oucher" schools, but they were less concerned over the relationship of "voucher" schools to public schools, transportation costs, the phasing of children back into the public schools and the relationship of private professional organizations to the Education Voucher plan.

TABLE D-21

IMPORTANT CONCERNS RELATED TO VOUCHERS

	Number Responding	Very Important	Important	Little Importance	No Importance
Type and quality of "voucher schools," including curriculum, teachers and administrators.	16	56%	44%	0	0
Payment of pupil transportation costs and incidental expenses at "voucher schools."	16	6%	69%	25%	0
The relationship of "voucher schools" to public schools.	15	7%	53%	40%	0
The problem of how children are phased back into the public school system in the event federal funds are discontinued.	16	25%	44%	31%	0
The relationship of private professional education organizations to the Education Voucher plan.	14	36%	28%	36%	0

The councils felt that the impact of the voucher was more important in the public schools than in the private schools, in terms of desegregation/integration and in terms of the educational objectives of the schools as indicated in Table D-22.

TABLE D-22

EDUCATIONAL OBJECTIVES AND SCHOOL INTEGRATION

	Number Responding	Very Important	Important	Little Importance	No Importance
Desegregation/integration in private schools	14	28%	29%	43%	0
Desegregation/integration in public schools	16	50%	31%	19%	0
Educational objectives in public schools	16	50%	44%	6%	0
Educational objectives in private schools	16	38%	37%	25%	0

Table D-23 shows that the councilmen felt that the constitutional issue of separation of church and State and the merit of State support to private and parochial schools were important or very important.

TABLE D-23

CHURCH AND STATE IN THE VOUCHER PLAN

	Number Responding	Very Important	Important	Little Importance	No Importance
The Constitutional issue of separation of church and state.	16	38%	44%	6%	12%
The merit of the State providing financial support to private and parochial schools.	16	37%	44%	19%	0

Only the City Council members responded to an "open-ended" question designed to specify other concerns about the voucher study. Generally, their comments indicated positive interest in the study. These comments have been excerpted and forwarded to the BSSR.

The council group (16 respondents) included only five persons with children in elementary school, but ten persons responded to a question asking them to rate their children's schools.

TABLE D-24

CURRENT SCHOOL PERFORMANCE

	Number Responding	Percent of Total
How good a job do you think your children's schools are doing in preparing them for the future?		
Very good job	0	0
Good job	4	40%
Fair job	6	60%
Poor job	0	0
Very poor job	0	0
	10	100%

When asked to comment about current school performance, only a few remarks were forthcoming. They included a comment about the good quality of public school teaching, and two comments about the democratic aspect of public education. One council person commented negatively about the adequacy of school financing, while another disliked the uniformity and inflexibility of current schooling.

APPENDIX E: LEGAL ISSUES RELATED TO A VOUCHER DEMONSTRATION

LEGAL ISSUES RELATED TO A VOUCHER DEMONSTRATION

Throughout the voucher feasibility study, both the Bureau of School Service and Research and the Citizen's Voucher Study Committee explored a number of legal questions related to a voucher demonstration in Seattle. Included in this appendix are two letters to Mr. Peter Schnurman, Chairman of the Legislative Subcommittee of the Voucher Study Committee, detailing legal arguments relating to the voucher plan; Senate Bill 407, introduced in the Education Subcommittee of the Special Session of the Legislature in January, 1972; and Senate Resolution 1972-45.

Letters Outlining Legal Arguments

The following letters appear in this appendix with the permission of their authors, John Blankinship, of Montgomery, Purdue, Blankinship and Austin, and Judith Areen, Georgetown Law Center.

Letter to: Mr. Peter Schnurman, Chairman
Legislative Subcommittee, Voucher Study Committee
December 17, 1971

Dear Mr. Schnurman:

I have studied the text of a proposed legislative bill entitled "The Education Voucher Act of 1972" which I understand was furnished you by the Bureau of School Service and Research. Statements made at the Voucher Study Committee meeting last Monday evening, December 13th, by representatives of BSSR and the Center for the Study of Public Policy indicated that the present draft is suggested by those agencies as one proper for introduction in the Washington State Legislature. This proposed bill would violate both the federal and state constitutions, in fact, the voucher concept cannot be validly enacted under existing federal and state constitutional provisions. In the following paragraphs I shall amplify those conclusions.

The bill violates the First Amendment of the United States Constitution - Section 5(a) of the bill provides that the education voucher funds shall be expended exclusively for the secular education of school age students and Section 12 reiterates that restriction in the following language:

> "The education vouchers shall be used exclusively to obtain schooling which is free from sectarian control or influence, and subject matter content, provided that in compliance with the constitutional guarantee of freedom of conscience in all matters of religious sentiment, belief, and worship, no school shall be excluded from receiving vouchers or voucher students under this program on account of the religious affiliation or beliefs of its governing board, administrations, teachers, or founders: and provided further that schools may utilize space in buildings owned or managed by sectarian institutions. Voucher schools may provide religious instruction to voucher students who, along with their parents, voluntarily elect to receive such instruction, provided that this religious instruction is privately funded by the school."

These restrictions are apparently an effort by the draftsmen to escape the First Amendment of the United States Constitution which provides:

> "Congress shall make no law respecting an establishment of religion or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances."

The United States Supreme Court has held that this provision is applicable to the states as well as to congress. Furthermore, the decisions of the United States Supreme Court issued on June 28, 1971, in cases captioned Lemon vs. Kurtzman, Earley vs. DiCenso and Robinson vs. DiCenso, 29 L.Ed. 745 make it clear that the voucher idea cannot include church-related or parochial schools even though the voucher is limited to "secular" subjects. Direct financial assistance to a church school would constitute an obvious and flagrant violation of the First Amendment.

On the other hand, if financial assistance is given to parochial school pupils only as to secular subjects then the situtation in the DiCenso cases is presented in which a government censor or inspector must maintain continuing surveillance to see that the financial assistance is not used for religious teaching. This would constitute "excessive entanglement" between church and state which is prohibited under the United States Constitution.

In the DiCenso cases the court considered a Rhode Island statute which authorized the state to supplement the salaries of teachers of secular subjects in non-public elementary schools by paying directly to the teacher an amount not in excess of 15% of his current annual salary. The salary supplement was limited to teachers of subjects offered in public schools and accordingly the teachers were required to use only materials used in public schools. They were also required to agree in writing not to teach a course in religion so long as they received payments under the act. In Lemon vs. Kurtzman the court considered a Pennsylvania statute which authorized the state to purchase secular educational services from non-public schools. The state reimbursed the schools directly for teachers' salaries, textbooks and instructional materials and the school was required to maintain separate accounts for secular education services which were subject to state audit. The authorization was limited to courses in mathematics, modern foreign languages, physical education and physical science. The court held both of these statutes unconstitutional as fostering excessive governmental entanglement with religion. The court quoted the applicable rules as follows:

> "First, the statute must have a secular legislative purpose; second, its principal or primary effect must be one that neither advances nor inhibits religion. Board of Education vs. Allen, 392, U.S. 236, 243 (1968); finally, the statute must not foster 'an excessive government entanglement with religion.' Walz, supra at 674."

The court concluded that it need not concern itself with either of the first two tests because the statutes involved excessive entanglement between government and religion.

With respect to the Rhode Island statute the court said that the state must be certain under the religion clause that subsidized teachers do not inculcate religion. The court observed that even with the best of intentions a teacher would find it hard to make a total separation between secular teaching and

religious doctrine. The court noted that the Rhode Island Legislature had attempted to ensure against such a temptation by conditioning its aid with pervasive restrictions but the court concluded that therein lay the vice. The court said:

> "A comprehensive, discriminating and continuing state surveillance will inevitably be required to ensure that these restrictions are obeyed and the First Amendment otherwise respected. Unlike a book a teacher cannot be inspected once so as to determine the extent and intent of his or her personal beliefs and subjective acceptance of the limitations imposed by the First Amendment. These prophylatic contacts will involve excessive and enduring entanglement between the state and church."

The court pointed out that "The dangers and corresponding entanglements are enhanced by the particular form of aid that the Rhode Island Act provides." The court noted that decisions from Everson to Allen permitted states to provide church-related schools with secular, neutral or non-ideological services, facilities and materials. Thus bus transportation, school lunches, public health services and secular text books supplied in common to all students were not thought to offend the establishment clause. However, the court said:

> "We cannot, however, refuse here to recognize that teachers have a substantially different ideological character than books in terms of potential for involving some aspect of faith or morals in secular subjects. In text books the content is ascertainable but a teacher's handling of a subject is not. We cannot ignore the dangers that a teacher under religious control and discipline poses to the separation of the religious from the purely secular aspects of precollege education. The conflict of functions inheres in the situation."

The Pennsylvania program was struck down because "The very restrictions and surveillance necessary to ensure that teachers play a strictly non-ideological role give rise to entanglement between church and state." The court was concerned about the possibility of having a federal inspector in each classroom to monitor the instruction actually being purchased by the state. Furthermore, the auditing of parochial school accounts by the government also involved entanglement. The court concluded that the Pennsylvania program could be a first step in a progression leading to establishment of a state religion. The court commented that modern governmental programs have self-purpetuating and self-expanding propensities. The court said: "These internal pressures are only enhanced when the schemes involve institutions whose legitimate deeds are growing and whose interests have substantial political import. Nor can we fail to see that in constitutional adjudication some steps which when taken were thought to approach 'the verge' have become the platform for yet further steps."

The so-called regulated voucher program proposed for the Seattle School District by the legislative bill now under consideration is similar to the Rhode Island situation except that the voucher goes directly to the parent rather than the teacher and the payment goes to the school. As previously mentioned the voucher may not be used for religious instruction because that would be an obvious and flagrant violation of the First Amendment. However, restricting the use of the voucher to secular subjects in a parochial school automatically calls for continuing surveillance to see whether the voucher

is properly used. That constitutes "excessive entanglement" under the rules of the above mentioned cases. It renders the proposed legislative bill illegal and invalid under the federal constitution.

It is significant that the Supreme Court decisions were promulgated after publication of "Education Vouchers" by the Center for the Study of Public Policy and after publication of the Feasibility Study for Seattle Public Schools by the BSSR.

The proposed bill would violate Washington State constitutional prohibitions against public aid of religion - The proposed bill - and any voucher program which would include parochial schools - would violate the following sections of the Washington State Constitution:

> Article I, Section 11:
> ". . . no public money or property shall be appropriated for or applied to any religious worship, exercise, or instruction, or the support of any religious establishment. . . ."
>
> Article IX, Section 4:
> "All schools maintained or supported wholly or in part by the public funds shall be forever free from sectarian control or influence."

These constitutional prohibitions were cited in two cases decided by the Washington State Supreme Court denying the use of public funds to provide free transportation of pupils to parochial schools. The first case was decided in 1943 in Mitchell vs. Consolidated School District #201. The statute involved in that case was amended in 1945 to fit with the "child benefit" theory on which Everson vs. Board of Education, 330 U.S. 1 was decided. However, in Visser vs. Nooksack Valley School District #506, 33 Wn2d 699, decided in 1949, the court declared the statute unconstitutional as violating both the federal constitution and the above quoted provisions of the state constitution. The argument had been made that the state does not deny children the use of roads or walkways or fire protection even though they may be traveling toward a sectarian school. It was contended that providing free public transportation was analogous. The court disagreed as follows:

> "Transportation to and from school, differs in both degree and nature, from those indirect, incipient, and incidental benefits which accrue to schools, as buildings, or to its pupils as citizens, under normal health, welfare, and safety laws of the state. In both inception and operation of schools, transportation thereto and therefrom is a vital and continuous financial consideration. Any private, religious, or sectarian schools which are founded upon or fostered by, assurances that free public transportation facilities will be made available to the prospective pupils thereof, occupy the position of receiving, or expecting to receive, a direct, substantial and continuing public subsidy to the schools, as such, thus encouraging their construction and maintenance and enhancing their attendance, at public expense."

It is interesting to note that the author of "Educational Vouchers" published by the Center for the Study of Public Policy funded by OEO made the same argument on page 293, apparently unaware that the Washington State Supreme Court has emphatically rejected that argument.

The proposed bill violates the state constitutional prohibitions against special privileges or immunities - Article I, Section 12, of the Washington State Constitution says:

> "No law shall be passed granting to any citizen, class of citizen or corporation other than municipal, privileges or immunities which upon the same terms shall not equally belong to all citizens or corporations."

It is noted that the Education Voucher Act of 1972 would establish a program only for a "demonstration area" designated by the Seattle School Board. It is also noted that the demonstration program would include only parents with school children in kindergarten through grade 8 (evidently actually intended to be kindergarten through grade 4 but shown as K-8 in the bill by mistake). Thus, the bill purports to give a few citizens benefits or "freedom of choice" not equally available to all citizens of the state. This would constitute an obvious violation of the above quoted state constitutional prohibition.

The proposed bill would violate the state constitutional prohibition against gifts or loans of public funds or property - Article VIII, Section 7 of the state constitution prohibits gifts or loans of public funds or property in the following language:

> "No county, city, town or other municipal corporation shall hereafter give any money, or property, or loan money, or credit to or in aid of any individual, association, company, or corporation, except for the necessary support of the poor and infirm or become directly or indirectly the owner of any stock in or bonds of any association, company or corporation."

Since the voucher proposal does not restrict scholarships to the needy only, it does not qualify for the exception. A similar prohibition against gifts or loans by the state is set forth as Article XII, Section 9. The voucher program now contemplated by the proposed Education Voucher Act of 1972 contemplates grants to private citizens - parents of school children - which they can use for education services. This clearly is not permitted under the above quoted constitutional prohibitions.

The constitutions protect freedom of conscience and worship - It must be emphasized that the federal and state constitutional prohibitions against governmental involvement or entanglement with religion actually protects freedom of conscience and worship. This was stated by the Vermont Supreme Court in its 1961 decision in Swart vs. South Burlington Town School District, 167, A2d 514. In that case the court held tuition grants for attendance at parochial schools unconstitutional under the federal constitution and under state constitutional prohibitions similar to those in the State of Washington. The court's concluding statement is particularly pertinent:

> "The Bill of Rights secures to those of the Catholic faith that the State shall not intrude in the affairs of their Church or its institutions. It assures to those of different persuasion that it will not lend assistance to them or those of differing faith in the pursuit of their religious beliefs. Our government is so constituted to the end that the schisms of the churches shall not be visited upon the political establishment. Neither shall the conflicts of the political establishment attend the churches.

"Considerations of equity and fairness have exerted a strong appeal to temper the severity of this mandate. The price it demands frequently imposes heavy burdens on the faithful parent. He shares the expense of maintaining the public school system, yet in loyalty to his child and his belief seeks religious training for the child elsewhere. But the same fundamental law which protects the liberty of a parent to reject the spiritual welfare, enjoins the state from participating in the religious education he has selected. See Pierce v Society of the Sisters, 268 US 510, 45 S Ct 571, 69 L ed 1070, 39 ALR 468."

For the reasons outlined above I must conclude that the proposed "Education Voucher Act of 1972," if enacted, would violate both the federal and state constitutions and would be adjudged by the court as void. Furthermore, a voucher program which includes parochial schools cannot be validly enacted so long as the above quoted constitutional provisions or any of them are in existence.

Yours very truly,

MONTGOMERY, PURDUE, BLANKINSHIP
& AUSTIN

By John D. Blankinship

Letter to: Mr. Peter Schnurman, Chairman
Legislative Subcommittee, Voucher Study Committee
December 26, 1971

Dear Mr. Schnurman:

At your request, I would like to respond to the views presented to you and your committee regarding the proposed OEO voucher demonstration, in the December 17, 1971, letter from John Blankinship of Montgomery, Purdue, Blankinship and Austin.

First, may I say that in deference to your request for an immediate response, I have covered the issues in a much more cursory fashion than I would like. Please keep this in mind and feel free to ask for further amplification of any statements made here. I invite you to consult the legal appendices of the December, 1970, CSPP report (which deals in detail with the relevant Washington state federal aid constitutional provisions) for additional clarification of our position. I am also enclosing a reprint from the Harvard Civil Rights Civil Liberties Review on the same subject.

To facilitate the exchange, I will, as requested, cover the issues in roughly the same order as the December 17th letter. Unlike Mr. Blankinship, however, I will not limit my remarks to the bill draft referred to in his letter since (as our December 17th meeting brought out) there are several possible draft bills which may be considered. The more critical question therefore, as Mr. Blankinship agreed, is whether any drafts would violate any state or federal constitutional provisions.

I. Will the proposed voucher demonstration violate the First Amendment of the United States Constitution?

As the appendices to the December, 1970 report indicate, there are several grounds on which courts may find parochial school participation in voucher programs more constitutional than their inclusion in the state purchase-of-services programs struck down by the Supreme Court last spring in Lemon v Kurtzman and Robinson v DiCenso. The chief point to bear in mind in this complex area of church-state separation, however, is that whatever the ultimate decision of the courts may be with regard to parochial or Church-related schools, the basic voucher proposal is not subject to challenge on this issue. In other words, even if parochial schools were judically barred from cashing vouchers, public and secular non-public schools would presumably remain eligible to participate in a voucher program. The church-state issue, therefore, should be kept separate from the issue of whether vouchers as an education proposal are "constitutional."

Professor Kurland at the University of Chicago Law School has observed that anyone who claims that the constitutionality of aid to parochial schools is settled is either deluded or deluding. This is why I began by observing that the issue of parochial school participation in voucher plans will not be settled until there is a court test of that specific issue. Past court decisions (including those of the Supreme Court in Lemon and DiCenso last spring) do not decide the matter for they have never focused specifically on vouchers - but only on other forms of aid.

Let me briefly outline the arguments as to why parochial school participation may be constitutional (since only arguments against are contained in the December 17th letter) in order to give you a better sense of why lawyers can not at this point predict with certainty what the courts will ultimately decide.

The federal constitution places restrictions only on "public" and not on "private" aid to church schools (or churches, for that matter). When an individual citizen places a portion of his social security money in a church collection plate, no one seriously charges there has been a violation of church-state separation. "Public" money, in other words, can cease to be considered "public" when it is controlled by a "private" individual. Voucher funds, by this reasoning, may be considered private since they are allocated by individual families rather than the state. Voucher funds, therefore, may not be subject to the restrictions placed on public funds.

First, voucher recipients may be as entitled to "control" of their voucher as social security recipients are to their funds. Social security is earned by "working." Educational opportunity may be "earned" by virture of being a citizen of this country.

Support for this view may be found in the G.I. bill by which thousands of individuals have attended church-related schools - indeed, they have sometimes attended seminaries. Another reference point may be the Supreme Court decision in Walz v Tax Commission (1970) upholding property tax exemptions for churches. (Surely the economic impact of such "indirect aid" vastly exceeds the money which would be transferred under the proposed voucher demonstration).

Even if the "private choice" argument is not persuasive, according to Lemon the Court will find parochial school participation unconstitutional only if the state becomes "excessively entangled" in the affairs of churches. What constitutes "excessive entanglement" is not at all clear. For on the same day Lemon

was announced, barring certain forms of state aid to elementary schools, the Supreme Court in Tilton v Finch upheld federal aid in the form of construction grants to church-related colleges. As Mr. Justice White observed, it is not at all clear why there was too much entanglement at the public school level yet not too much at the college level. In any event, the contradiction results indicate not all aid to education involves "excessive entanglement."

If we look at the specific programs struck down last spring, it is clear that voucher programs may be designed to involve less entanglement. The Pennsylvania program, for example, decided that only certain courses could be aided - mathematics, physical education, modern languages and physical (though not biological) sciences. The Rhode Island program focused instead on teachers and decided to aid only those teachers who did not teach religion (and would sign a pledge to that effect). By design, in other words, the states had set up programs which had to be checked "course by course" or "teacher by teacher." A voucher program, by contrast, might ask schools to split the day between secular and religious activities in a fashion that would require less checking and, hence, less entanglement.

Alternatively, the voucher program might focus on outcomes rather than daily procedures and avoid surveillance altogether. There would be two arguments to justify this choice. First, if a parent chooses a school because of its religious content and atmosphere, the state need not restrict such activities. (It must, of course, continue to provide secular public schools for all families who want them). Second, as long as the state gets a full return on its money, it is not unconstitutionally aiding religion by such a program. In other words, if a church related school can provide as fine a secular education (as measured by parents or state administered tests, for example) as public schools for the same or less money, the fact that it also teaches religion to those who wish it should be irrelevant.

In conclusion, my point is not that parochial school participation is clearly constitutional. But neither is it clearly unconstitutional. A specific court test is needed to resolve the issue, and whatever the outcome of that test, the participation of public and secular non-public schools will be unaffected.

II. Will the proposed voucher demonstration violate the Washington State constitutional provisions regarding religion and schools - Art. I, Sect. 11 or Art. IX, Sect. 4?

Article I, Section 11:
"...no public money or property shall be appropriated for or applied to any religious worship, exercise, or instruction, or the support of any religious establishment... ."

Article IX, Section 4:
"All schools maintained or supported wholly or in part by the public funds shall be forever free from sectarian control or influence."

The same arguments outlined with regard to the federal constitution apply here. First, both provisions restrict only "public" funds. Voucher funds may be considered "private" and hence, not subject to regulation. An analogy may be found in the State Attorney General's opinion upholding the power of the State Legislature to extend loans or scholarships to college students:

"...The proposal now in question ... contemplates complete, outright grants to the individual students. From this we assume that the grants contemplated are to be designed so as to divest the state of ownership interest in the funds granted. If such is the case, we think it obvious that the funds become private funds and thereby are no longer within the constitutional prohibitions against use of public funds for sectarian purposes." Attorney General's Opinion 57 -58, No. 226 (October 31, 1958)

Second, Art. I, Sect. 11 prohibits allowing public funds to be "applied to" or used for "the support of" religious activities or establishments. Voucher funds may be restricted to secular activities thereby meeting this requirement as long as they are restricted in a way which does not get the state excessively entangled in church affairs. (See section I for more on how this might be done).

Alternatively, if the schools are required to return in educational services to the children as much value as is supplied to them in voucher funds, it may be argued that they are not being "supported" or "maintained" by the state since no overall benefit accrues to them. Hence, both provisions have been met.

III. Will the proposed voucher demonstration violate the state constitutional prohibition against special privileges and immunities?

The December 17, 1971 letter advances a novel theory for interpreting this clause which, if accepted, would presumably wipe out local government. Significantly, no cases are cited for authority for presumably there are none. A careful reading reveals the provision does indeed make exceptions for "municipalities."

"No law shall be passed granting to any citizen, class of citizens or corporation other than municipal, privileges or immunities which upon the same terms shall not equally belong to all citizens or corporations."

In other words, cities may have different ordinances and budgets (and demonstrations) as long as all who live in the area may participate on an equal basis. State wide uniformity is not required, merely that citizens similarly situated shall be treated equally. Reasonable categorization (and residence would here be one) is not prohibited.

IV. Will the proposed voucher demonstration violate the state constitutional prohibition against gifts or loans of public funds or property?

Article VIII, Section 7 provides:

"No county, city, town or other municipal corporation shall hereafter give any money, or property, or loan money, or credit to or in aid of any individual, association, company, or corporation, except for the necessary support of the poor and infirm or become directly or indirectly the owner of any stock in or bonds of any association, company or corporation."

There are two reasons why the proposed voucher demonstration will not violate this provision. First, courts traditionally exempt transactions made primarily to serve a public purpose, even if individuals are also benefitted. See e.g. MacMillan Co. v Clarke, 184 Cal. 491, 499, 194 P. 1030 (1920). The Supreme Court of Washington State appears to have explicitly adopted this "public purpose" exception in State v Guaranty Trust Co., 20 Wash. 588, 148 P. 2d 323 (1944), where it stated:

"While it might be urged with much force that, as a matter of strict constitutional construction, state funds cannot be used to aid needy persons, and that this must be done, if at all, by the enumerated political subdividions of the state, yet we did not make such distinction in the Morgan case, but seemingly adopted the view that the 'recognized public governmental functions' applied to the state in its sovereign capacity as well as to its political subdivisions... . "

Secondly, the anti-gift provisions are not violated if the recipient is required to render a public service in exchange for funds. On this basis, state and local governments have traditionally been allowed to make transfer payments including compensation for employees (see e.g. Christie v Port of Olympia, 27 Wash. 2 d 534, 179 P. 2d 294 (1947) and the like. School districts thus may contract for services. See e.g. State v Northwestern Mut. Ins. Co., 86 Ariz. 50, 340 P. 2d 200 (1959).

For the reasons outlined above, it is my opinion that a bill authorizing a voucher demonstration for Seattle can be drafted which will meet all relevant state and federal constitutional provisions. I further submit that some of the differences between my conclusion and those of Mr. Blankinship cannot be resolved without a specific court test. The area of church-state separation, to mention only one, is so complex that no lawyer can tell you whether parochial schools may be included or not without further court rulings. I would urge, therefore, that your final decision on whether or not to support a voucher demonstration in Seattle should be based on the merits of the proposal as a plan for improving education and not on the guesses of lawyers as to how courts might behave with such very complex constitutional issues.

Sincerely,

Judith C. Areen
Adjunct Professor of Law
Georgetown Law Center

Director, Education Voucher Study

Obviously, the letters presented on the preceeding pages take opposing views regarding the constitutionality of parochial school participation in a voucher demonstration. Because of this uncertainty, the BSSR has taken the position that a court test will be required to define the extent and manner of parochial school participation; the plan outlined in the body of this final report includes parochial schools primarily for the educational alternative which they offer to parents. The exclusion of parochial schools would eliminate an alternative which has already proven to be attractive to a substantial number of parents. Since only one non-religious private school serves the proposed demonstration area, the alternatives at the beginning of a voucher demonstration would be sorely limited if parochial schools are eliminated. So limited are the alternatives without parochial schools that some type of public school open enrollment plan may be preferable to the voucher demonstration if constitutional issues prevent their involvement.

SENATE RESOLUTION
1972 - 45

by Senators Pete Francis, George W. Scott, John S. Murray and Booth Gardner

WHEREAS, The State of Washington faces continuing financial pressures to properly educate its elementary and secondary school children; and

WHEREAS, Recent court decisions in several states question the validity of existing methods of school financing; and

WHEREAS, The federal government is seriously exploring the possibility of assuming a larger share of the financial burden of educating elementary and secondary students throughout the United States; and

WHEREAS, the citizens of the State of Washington clearly deserve the best education that can be provided; and

WHEREAS, Nonpublic schools have served a valuable role in educating many of Washington's citizens at no cost to the State; and

WHEREAS, The Seattle school board is presently studying the possibility of undertaking a pilot project designed to test a new form of educational financing, namely, the "voucher" project; and

WHEREAS, The United States Office of Economic Opportunity has indicated that it is willing and able to bear the financial cost of such a voucher pilot project; and

WHEREAS, Education vouchers have been the subject of nationwide debate and discussion, and a voucher demonstration project in Washington State would focus national and international attention on the State of Washington;

NOW, THEREFORE, BE IT RESOLVED, By the Senate of the State of Washington, That a comprehensive study of education vouchers be undertaken in the interim following the adjournment of the Forty-second Legislature, by the Joint Committee on Governmental Cooperation.

BE IT FURTHER RESOLVED, That this study and its recommendations be submitted to the Forty-third Legislature.

AND BE IT FURTHER RESOLVED, That the Secretary of the Senate present a copy of this Senate Resolution upon the passage hereof to the Chairman of the Joint Committee on Governmental Cooperation.

SENATE BILL 407

AN ACT Relating to education; enabling a school district of more than seventy thousand pupil enrollment to participate in a demonstration program designed to develop and test the use of education scholarships for school children; creating new sections; and declaring an emergency. S -0 2581; CC1 PAPTA ;CC2

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

NEW SECTION. Section 1. This chapter shall be known or may be cited as the demonstration scholarship program authorization act of 1972. It is the intent of the Legislature to enable a school district of more than seventy thousand pupil enrollment to participate in a demonstration program designed to develop and test the use of education scholarships for school children. The purpose of this demonstration scholarship program is to develop and test education scholarships as a way to improve the quality of education by making schools, both public and private, more responsive to the needs of children and parents, to provide greater parental choice, and to determine the extent to which the quality and delivery of educational services are affected by economic incentives. The demonstration scholarship program authorized by this act shall aid students and shall not be used to support or to benefit any particular schools.

NEW SECTION. Sec. 2. As used in this 1972 act, unless the context clearly indicates otherwise:

(1) "Demonstration area" means the area designated by the participating first class school district board for the purposes of a demonstration scholarship program defined in subsection (2) of this section, which area shall include a substantial number of needy or

disadvantaged students.

(2) "Demonstration scholarship program" means a program for developing and testing the use of educational scholarships for all pupils eligible to attend the common schools of the state of Washington within the demonstration area, which scholarships shall be made available to the parents or legal guardians of a scholarship recipient in the form of a drawing right, negotiable certificate or other document which may not be redeemed except for educational purposes at schools fulfilling the requirements of section 5 of this act.

(3) "School board" means the board of directors of a school district of more than seventy thousand pupil enrollment.

(4) "Demonstration board" means a board established by the school board to conduct the demonstration scholarship program.

(5) "Contract" means the agreement entered into by the school board and a federal governmental agency for the purpose of conducting a demonstration scholarship program.

NEW SECTION. Sec. 3. Any school board may contract with a federal governmental agency for funds to establish a demonstration scholarship program to exist for a period of up to five years, such school district to receive such state and local aid for any of its students as would otherwise be provided by law regardless of whether or not such students participate in a demonstration scholarship program, which funds may be expended under the demonstration scholarship program as the demonstration contract shall provide and within the demonstration area. Any such contract shall be designed to be in compliance with the Constitution and educational code of this state and rules and regulations of the state board of education or of the superintendent of public instruction.

NEW SECTION. Sec. 4. The school board may establish a demonstration board and staff and may authorize it to administer the demonstration project authorized by this act: PROVIDED, That the costs of such organization be born by the contracting federal agency.

The members of the demonstration board, if it is not the school board itself, shall serve for the terms established by the appointing power.

(1) The demonstration board may:

(a) Employ a staff for the demonstration board.

(b) Receive and expend funds to support the demonstration board and scholarships for children in the demonstration area.

(c) Contract with other government agencies and private persons or organizations to provide or receive services, supplies, facilities, and equipment.

(d) Determine rules and regulations for use of scholarships in the demonstration area.

(e) Adopt rules and regulations for its own government.

(f) Receive and expend funds from any federal governmental agency necessary to pay for the costs incurred in administering the program.

(2) The demonstration board shall be subject to the open public meetings act of 1971.

(3) The demonstration board shall award a scholarship to each school child residing in the demonstration area, subject only to such age and grade restrictions which it may establish. The scholarship funds shall be made available to the parents or legal guardian of a scholarship recipient in the form of a drawing right, certificate, or other document which may not be redeemed except for educational purposes at schools fulfilling the requirements of section 5 of this 1972 act.

(4) The demonstration board shall establish the amount of the scholarship in a fair and impartial manner as follows: There shall be a basic scholarship equal in amount to every other basic scholarship for every eligible student in the demonstration area. In no case shall the amount of the basic scholarship fall below the level of average current expense per pupil for corresponding grade levels in the public schools in the demonstration area in the year

immediately preceding the demonstration program.

(5) In addition to each basic scholarship, compensatory scholarships shall be given to disadvantaged children. The amount of such compensatory scholarships and the manner by which children may qualify for them shall be established by the demonstration board.

(6) Adequate provision for the pro rata or incremental redemption of scholarships shall be made.

(7) The contract shall provide sufficient money to pay all actual and necessary transportation costs incurred by parents in sending their children to the school of their choice within the demonstration area, subject to distance limitations imposed by existing law.

(8) The contract shall specify that the contracting federal governmental agency shall hold harmless the participating local board from any possible decreased economies of scale or increased costs per pupil caused by the transition to a demonstration program.

NEW SECTION. Sec. 5. The demonstration board shall authorize the parents or legal guardian of scholarship recipients to use the demonstration scholarships at any school in which the scholarship recipient is enrolled which also:

(1) Meets all educational, fiscal, health and safety standards required by law.

(2) Does not discriminate against the admission of students and the hiring of teachers on the basis of race, color or economic status and has filed a certificate with the state board of education that the school is in compliance with Title VI of the Civil Rights Act of 1964 (Public Law 88-352).

(3) In no case levies or requires any tuition, fee, or charge above the value of the education scholarship.

(4) Is not controlled by any religious creed, church or sectarian denomination.

(5) Provides public access to all financial and administrative records and provides to the parent or guardian of each eligible child

in the demonstration area comprehensive information, in written form, on the courses of study offered, curriculum, materials and textbooks, the qualifications of teachers, administrators, and paraprofessionals, the minimum school day, the salary schedules, financial reports of money spent per pupil, and such other information as may be required by the demonstration board.

(6) Provides periodic reports to the parents on the average progress of the pupils enrolled.

(7) Meets any additional requirements established for all participating schools by the demonstration board.

NEW SECTION. Sec. 6. In compliance with the constitutional guarantee of free exercise of religion, schools may be exempted from subdivision (4) of section 5 of this act if they meet all other requirements for eligibility and use the scholarship funds for secular educational purposes only.

NEW SECTION. Sec. 7. Nothing contained in this act shall be construed to interfere in any way with the rights of teachers in the participating first class school district to organize and to bargain collectively regarding the terms and conditions of their employment. Teachers employed in the Demonstration Area shall be bound by the terms of such bargaining in the same way and to the same extent as if there were no demonstration.

NEW SECTION. Sec. 8. The demonstration board shall provide for a valid test for judging the quality of education and satisfaction with schools resulting from the demonstration scholarship program as compared to the present system of public and private schools and shall annually transmit a report of its findings and recommendations to the state legislature.

NEW SECTION. Sec. 9. The provisions of the 1972 act shall be liberally construed, the legislature's intent being to enable a school district of more than seventy thousand pupils to participate in a demonstration scholarship program as in this 1972 act provided.

NEW SECTION. Sec. 10. If any section, subsection, sentence,

clause or phrase of this act is for any reason held to be unconstitutional, such decision shall not affect the validity of the remaining portions of the act. The legislature hereby declares that it would have enacted this act and each section, subsection, sentence, clause or phrase thereof, irrespective of the fact that any one or more of the sections, subsections, sentences, clauses or phrases be declared unconstitutional.

NEW SECTION. Sec. 11. This 1972 act is necessary for the immediate preservation of the public peace, health and safety, the support of the state government and its existing public institutions, and shall take effect immediately.

APPENDIX F: SAMPLES OF INFORMATION ON VOUCHERS DISSEMINATED TO THE PUBLIC DURING PHASE II

POTENTIAL ADVANTAGES AND DISADVANTAGES OF VOUCHER EDUCATION SYSTEMS

ROBERT A. ANDERSON
Director, Bureau of School Service & Research
College of Education
University of Washington
Seattle, Washington

Of the criticisms currently being leveled against schools, two bear upon the educational program which will be discussed in this article. These two criticisms are that school systems are sometimes not benefiting to the extent possible the poor and minorities, and that the processes which make public schools accountable to those they serve are on occasion slow enough to produce inequities.

Partly in reaction to these two conditions, an education voucher concept has been proposed. Briefly, the voucher idea involves a relatively new method of allocating funds and assigning children to schools. Under the voucher system an administering agency would give to parents for each school age child a certificate valued at whatever the public schools spend for each child. The parents can use this voucher to pay for education at the public, private or parochial voucher school which they perceive as offering the best educational opportunities for their own child. The voucher school then turns in vouchers to the administering agency and receives cash in the amount specified.

In February, 1971, the Seattle School District applied for and received U.S. Office of Economic Opportunity funds to conduct a study of the feasibility of implementing a voucher plan demonstration in some part of Seattle. The District then subcontracted with the University of Washington's Bureau of School Service and Research to carry out the feasibility study. It was understood that the Bureau of School Service and Research would take neither an advocate nor adversary position.

The proposed voucher experiment has both negative and positive ramifications. Numerous questions about possible outcomes have been asked. Some answers have been proposed. Throughout the study, the Bureau has maintained that it is impossible to predict *a priori* the effects of a voucher program; actual results can best be known only after a limited empirical demonstration. Before undertaking a test of the voucher plan, it is prudent to examine a number of the potential advantages and disadvantages of the program. For the benefit of educators who may be interested, this article will make such an examination.

It is not necessary to look far for statements of the weaknesses of an education voucher system. A spokesman for a major teachers' organization points out that the voucher system, like many other innovative programs, is basically an administrative reorganization. Limited control of the schools is placed in the hands of a new authority, the Educational Voucher

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Agency. No changes in the learning environment are guaranteed; rather it is assumed that a new administrative structure will facilitate change in the student's learning patterns. It is further suggested that a voucher system would ignore the three greatest problems facing schools today: low motivation, apathy and poor discipline.

Critics contend that the voucher system might foster segregated schools rather than integrated schools. Some parents might use vouchers to choose less integrated schools or even to start their own schools to avoid integration. Religious sponsorship could present similar problems. Critics also question the value of racial quotas and compensatory vouchers (i.e. additional funds) for disadvantaged children--two devices proposed to promote integration.

Some persons who see segregation as a potential problem predict the formation of schools with radical philosophies such as White Citizens Council, Black Panther, John Birch or Socialist Worker schools. Such schools might create a divisive influence in our society. These concerns are merely variant manifestations of a more general feeling that the traditional melting pot function of the American public schools would be destroyed. This fear is not entirely unfounded; in the Netherlands, where the government pays tuition at both religious and public schools, society is now segregated along religious lines.

Another potential problem of a voucher system is the possible lack of an equitable means of allocating spaces in schools. Since some schools would have more applicants than places available, all parental choices could not be satisfied. A random selection or lottery process would probably be employed to determine which applicants would be admitted into the over-applied voucher schools. This admission process would not allow priority to parents living in a particular attendance area, thus possibly causing animosity among people competing for a limited number of places in a neighborhood school. The neighborhood school concept would probably suffer and there would be reaction from strong proponents of the values of the neighborhood school.

In a voucher system, the schools would compete as businesses do in a market economy. The more students in a school, the more income generated. Critics fear that such competition for students could lead to hard-sell hucksterism. Schools might attempt to present the best possible records of student achievement in order to portray their own institution as highly desirable. There would probably be efforts to seek out the most able students and discourage below average students.

We come now to a brief look at the specific situation in Seattle. The voucher system is being considered in Seattle only as an experimental demonstration lasting for a limited number of years. Assuming that it was deemed wise not to continue the program, its termination might require a period of retroactive readjustment in order to return to the former type of functioning and to find room for students from non-public voucher schools who might choose to return.

There is also a question regarding the consistency of the federal government's commitment to support a demonstration for the entire five to eight year period necessary to test adequately the voucher concept.

While a voucher demonstration project would probably present several difficulties, possible positive outcomes should be considered in assessing the feasibility factor.

Advocates of the voucher idea see considerable potential for integra-

tion possibly more than under the present system in which children are assigned to schools proximate to their homes. Under proposed plans, participating schools must give all applicants an equal opportunity to gain admission, preferably through random selection procedures. It is hoped that by giving all children equal access to every school, minority parents would apply to all voucher schools and thus advance integration.

There is a feeling among proponents that the competitive system would improve the schools qualitatively. Parents would no longer be required to send their children to a particular school, but could send them to the school which they thought best. Schools would therefore tend to respond to parental attitudes by improving programs and hiring better teachers. Schools which failed to do this would suffer declining enrollment and income and, ultimately, closure. New schools would probably enter the educational marketplace, but only the "superior" schools would survive. Competition would be felt for the first time by public schools, and necessitate a responsiveness to parents and improvements within these schools as well.

Parents, especially of middle and lower income families, would gain a mobility and freedom of choice for their child's education. Given greater control, all parents may become more actively involved in the education of their children. Positive attitudes could develop toward the schools, and teachers and parents would tend to enter into more direct relationships.

In the demonstration now proposed, the alleged failure of the public schools to provide optimum services for the poor could be corrected. Every child would receive a basic voucher in the amount of local, state, and federal monies presently spent on his education. In addition, the U.S. Office of Economic Opportunity would provide additional funds in the form of compensatory vouchers for children from low income families. The extra funds would make the enrollment of disadvantaged children attractive to all schools, both public and private. These funds would also aid the development of new community schools and particular programs calibrated to the needs of inner-city children.

Under a voucher plan, diversification and educational experimentation might be facilitated. Teachers and principals would have more freedom to vary methods and curriculum to meet the needs of a particular group. Presumably, a great deal of diversification would occur in both public and non-public schools. One result would be a greater range of educational alternatives from which parents could choose for their children.

Analysis of all variables and points of view is part of the current feasiblity study for a Seattle voucher demonstration. The Bureau of School Service and Research is trying to develop a model voucher system with appropriate controls which would maximize the positive aspects of the idea and minimize the negative possibilities.

Finally, on reviewing the voucher concept, one must consider two major philosophical questions. First, are there commonly agreed upon educational standards which determine a good education, or--as the voucher plan postulates--is parental satisfaction the ultimate test of the best education? Secondly, is it society's obligation and the public schools' right to assign the child a particular school and a type of education, or should the individual parent and pupil have the right of free choice?

EDUCATION VOUCHER STUDY

In February, 1971, the Seattle School District received U.S. Office of Economic Opportunity (OEO) funds to study the idea of education vouchers. The District then hired the University of Washington's Bureau of School Service and Research (BSSR) to carry out the study.

Under a voucher system, parents would receive a certificate (or voucher) for each school-aged child. The voucher would be worth approximately what the Seattle School District spends on each child in the elementary public schools each year. Parents would use their vouchers to pay for the education of their children at the public, private or parochial schools they felt offered the best education. Voucher schools would then turn in the vouchers to an agency and receive cash (the money the vouchers were worth). This money would be used to operate the school.

The School Board will decide whether to go ahead with a voucher program in March 1972. Before the School Board makes this decision, it wants Seattle citizens to learn about vouchers and express their opinions about a possible voucher experiment.

There are many ways to run a voucher system. To work and get the best results however, a voucher plan design must be sensitive to local conditions. The role of the BSSR in its study has been to develop a voucher system that is sensitive to the needs of Seattle. The following is a summary of the BSSR's plan.

If Seattle decides to demonstrate a voucher plan:

The plan should be demonstrated in some combination of schools in the Franklin, Rainier Beach, Cleveland, and Sealth High School attendance areas. The demonstration should last from five to seven years and include at least 6,000 elementary school children.

All students in the test area would receive a basic voucher worth approximately what it costs each year to educate an elementary child in Seattle public schools (or $750). All children from low income families would receive an additional compensatory voucher worth up to $250.00, since it generally costs more to educate these children.

The voucher plan assumes that since children are different, there should be many different kinds of schools and educational approaches. It is important, therefore, to include public, private, and parochial schools in a demonstration. Before non-public schools can be included however, special laws have to be enacted by the State Legislature.

An Education Voucher Agency (or EVA) would be set up to run the voucher demonstration. The EVA would receive its power from the Seattle School Board. The EVA might consist of eleven members: three selected by the Seattle School Board, three selected by the Area School Advisory Councils, one selected by the Seattle Council of PTA's, one selected by the Archdiocese of Seattle, one selected by the Washington Federation of Independent Schools, and two public school teachers. In future years of a demonstration, at least three of the EVA members

would be elected directly from citizens in the demonstration area. The Education Voucher Agency would be responsible for collecting information about schools, helping parents decide which school to choose , and running the admissions process.

Children now enrolled in a school would be allowed to stay there. Also, younger brothers and sisters who wish to go to the same school would be allowed to do so as long as the program lasted. After this, a school's spaces would be open to everyone on an equal basis. If the number of childern who apply were more than the number of spaces available, spaces would be filled by a lottery. However, new schools in the first year would be able to select up to 50% of their students on any basis they wanted other than race, sex or income.

To take part in a voucher demonstration, schools must:

1. Be open to everyone--not turn away students because of family income, race or sex.

2. Not charge parents any money.

3. Let parents know about their educational programs, number of teachers, pupil progress, money, etc.

4. Follow state rules for running schools.

Since integration is of high priority in the Seattle School District, voucher schools would stay within the State Human Rights Commission's guidelines. No school would have more than 40% of any one minority group. In addition, voucher schools would accept OEO's minimum racial guidelines: the percentage of minority students admitted to a voucher school would have to be equal to or greater than the percentage of minority people who applied to the school.

New schools will probably develop during a demonstration. Money should be set aside to cover some of their start up costs. To encourage different types of schools to develop, it might be necessary to make state rules more flexible in areas such as teacher certification and curriculum.

The Office of Economic Opportunity would evaluate the demonstration over the five-seven year period. Also, the local EVA would carry on its own evaluation program to collect information about the day to day activities of a voucher demonstration.

To allow the EVA to receive authority from the School Board and release public funds to non-public schools, special laws would be needed. Without such laws, a demonstration could still occur with the School Board serving as an EVA.

The Office of Economic Opportunity would pay for all the extra costs involved in a voucher demonstration. The Seattle School District would continue to pay the same amount as they do now.

VOUCHER ISSUES - PRO AND CON

The proposed voucher plan could have both negative and positive effects. Questions about the possible results have been raised. The following statements are an attempt to summarize both the Pros and Cons of a voucher demonstration.

1. *What will happen if the public schools lose a number of students under a voucher program?*

PROS	CONS
Loss of students to private schools would encourage public schools to improve their programs and respond more to the needs of students.	Public schools might lose some of their students to private schools. This would be a serious threat to the nation's public school system which already has too little money and too few teachers.

2. *How will a voucher system affect the concept of neighborhood schools?*

Neighborhood schools need not disappear if parents wish to continue sending their children to them. All children who choose to stay in their neighborhood school may do so. Also their younger brothers and sisters would be guaranteed space in neighborhood schools.	Neighborhood schools would disappear under a voucher demonstration. Children that did not get into the school in their neighborhood would have to take the bus to a school in a different part of the city.

3. *Wouldn't a voucher system encourage a segregated education in areas where people do not want integration?*

Every child will be assured an equal chance of getting into the school of his choice, regardless of race, sex or family income level. If increased segregation does result, racial quotas can be applied.	A voucher system would promote segregation along ethnic, religious and/or socio-economic lines. A type of voucher system has already been tried in the South where the result was an increase in segregation.

4. *Will the participation of parochial schools in a demonstration violate the constitutional separation of church and state?*

If non-public schools follow the same rules as other voucher schools, they may be able to participate in a demonstration without going against the U. S. Constitution. This is an open issue. It has to be tested in the courts.

The participation of non-public schools especially parochial schools in a voucher experiment is against the First Amendment of the U. S. Constitution.

5. *Isn't it unlikely that poor families will seek out the best educational opportunities for their children?*

Given the opportunity to choose schools, many people might become more involved in their children's education. In any case, many parents have had no chance to choose their children's schools. An important part of the demonstration would be counseling parents so that they have enough information to make the right choice of schools.

Upper-middle class families usually seem most concerned about the quality of education. Poor families do not have the time or inclination to seek out the best education for their children.

6. *Won't the voucher plan bankrupt the public school system?*

During the five-seven years of the experiment no tax increases would be sought for the program. OEO would pay for all extra costs.

The voucher system will strain public financing of education beyond the point already reached.

7. *How can a voucher system test parental choice when no real alternatives exist within the current school system?*

One probable result of a demonstration would be the growth of new schools since parents could afford the tuition. Parents, wanting to start new schools, will be given money and helped to do so. In addition, there would probably be many changes in public school programs as they became more sensitive to student needs.

A voucher demonstration won't test choice since very few alternatives exist in the system as a whole or within individual schools in Seattle. The only choices available are parochial schools; therefore, there would not be many children who would leave the public schools seeking alternatives and a voucher system would be irrelevant.

PROS	CONS
8. Under a voucher system, what is to prevent schools from discriminating against children with educational problems?	
After giving places to students already in a school and to their younger brothers and sisters, the rest of a school's seats will be open to everyone on an equal basis. The extra money from compensatory vouchers should encourage schools to develop programs to meet the needs of educationally disadvantaged students.	If education works like other business organizations in a market economy schools would compete to enroll outstanding students. Nothing will be done to protect students with poor academic records or behavior problems and students who require remedial work.
9. Isn't it possible that schools will resort to misleading or dishonest advertising in order to fill their available spaces?	
The Education Voucher Agency (EVA) would serve as a consumer protection agency. Information about voucher schools would be available for all parents. Schools that don't provide information or make false claims will not be allowed to cash vouchers.	Since more students means more money, schools will do anything they can to fill their seats. This would include misleading advertising and spending program funds for their advertising campaign.
10. Wouldn't the establishment of an Education Voucher Agency result in another layer of unneeded bureaucracy?	
The EVA will be a new bureaucracy but it will not operate schools. Each school will decide about its own policies and programs so there will be much less "buck-passing" than there is now.	Since the EVA will be responsible for the administration of the demonstration (including information collection, distribution, counseling parents, running the admissions process, etc.) it will soon become another large centralized bureau with all of the disadvantages associated with centralized authority.
11. What does a voucher plan have to do with improving the quality of education?	
Many public school problems are caused by an unresponsive bureaucracy that stifles teacher and principal creativity. The administrative reorganization that vouchers represent would make it possible for teachers and principals to do things they can't do now.	The voucher system is simply a reorganization of the school administration; students won't be more motivated to learn just because there are changes in how schools are run.

PROS	CONS
12. Isn't it possible that funds may end before a demonstration has run for seven years?	
If funding were stopped during a demonstration, taxpayers could not be expected to assume the extra costs. The experiment would gradually be phased out. Hopefully, this would not be necessary.	The OEO can only guarantee money for two years at a time. Congress could discontinue paying for the demonstration after this, making the experiment a waste of time.
13. What will be the general effect of vouchers on the public school system?	
Most parents will choose a school within the public school system that will meet the educational needs of their children. More satisfaction - and not divisiveness - would result. We live in a society with a wide variety of interests, concerns, and goals. There should be an equal variety of schools and different ways of learning in order to meet the needs of different students.	The demonstration would generate divisiveness within the public school system. Parents would move to parochial and private schools in such great numbers that there would be nothing left but parent groups, schools and public agencies catering to "special interests." The "melting pot" ideal of the public schools would disappear and the various communities would become divided as public school ties were cut.
14. By encouraging different types of educational approaches, won't a voucher plan fail to ensure that children learn basic skills such as reading and writing?	
While there would be many different kinds of schools with different teaching and learning approaches, all schools, in one way or another, would have to meet certain state rules regarding the teaching of basic skills.	All children should have the same basic education. If children are attending all sorts of different schools, learning different subjects, they won't learn the basic skills necessary for taking part in a democracy.
15. What will happen at the end of a demonstration?	
After the demonstration, if parents like choosing their schools, a district-wide voucher system could be created. It would be difficult to estimate how much more the system will cost than the one we now have. Even if it did cost more, the benefits of educational diversity, increased parental control, and teacher and principal autonomy would make the additional costs worthwhile.	After seven years of a voucher demonstration, schools will probably return to the same system of education as before. OEO funds will stop and it will take a long time to straighten things out. New schools established in the course of a demonstration will have to close for lack of funds.

SEATTLE PUBLIC SCHOOLS
ADMINISTRATIVE AND SERVICE CENTER
815 Fourth Avenue North
Seattle, Washington 98109

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October 26, 1971

To Parents
of Seattle School District Children

Dear Parents:

The Seattle Public Schools has contracted with the University of Washington's Bureau of School Service and Research on the feasibility of implementing a voucher demonstration in Seattle. The Board of School Directors are concerned that parents receive basic information regarding the voucher concept and the voucher feasibility study.

Attached you will find a brief two page description of this study. We hope you will find this information helpful in describing the current status of the voucher study and some of its basic components.

At the present time, there is no commitment by the School Board or the Bureau of School Service and Research to proceed with any implementation of a voucher plan. Basic to a decision whether to proceed or discontinue the study will be the opportunity for individual parents, citizens, area advisory councils, and other interested organizations to respond to the School Board regarding the relative merits of implementing a demonstration of this type.

One of the responsibilities of the Bureau of School Service and Research is to provide all interested individuals and organizations with speakers or additional information on the voucher system.

Please feel free to contact the Bureau at this number, 543-4940, or write to 126 Lewis Annex, University of Washington, to arrange for these services.

Sincerely,

Mrs Forrest S Smith

Mrs. Forrest S. Smith
President

BS/mp

Enclosure

SEATTLE SCHOOL DISTRICT AND THE EDUCATION VOUCHER STUDY

Last February the Seattle School District applied for and received U. S. Office of Economic Opportunity funds to conduct a voucher feasibility study, as a result of hearing Harvard's Christopher Jencks speak on vouchers in Seattle in 1970. It was felt that Seattle's parents and citizens should have the opportunity to decide whether to test this education concept. The funds which the Seattle School District received are currently supporting a study by the University of Washington's Bureau of School Service and Research on the feasibility of implementing a voucher demonstration in Seattle.

WHAT IS A VOUCHER SYSTEM?

The voucher concept involves a new method of allocating funds and assigning children to schools. Under a voucher system an administering agency would give to parents for each school age child a certificate valued at whatever the public schools spend for each child. The parents could use this voucher to pay for education at the public, private or parochial voucher school which they perceived as offering the best educational opportunities for their child. The voucher school would then turn in vouchers to the administering agency and receive cash to pay for its operating expenses.

In Seattle the basic voucher would be worth approximately $750. Because a primary motivation for a voucher system would be to provide better service to the poor, a "compensatory" voucher has been developed. This voucher, which would be given to economically and/or educationally disadvantaged children, would be worth up to $250 more than the basic voucher. This should provide an economic incentive for schools to offer programs attractive to disadvantaged students.

WILL SEATTLE HAVE A VOUCHER SYSTEM?

Before a voucher system could ever be tested in Seattle the Seattle School Board would have to approve it. A decision whether to continue with a voucher system study will be made by the Board in late December, 1971, or in January of next year. If Seattle proceeds with a voucher demonstration a demonstration area would be designated and an administering agency, the Educational Voucher Agency (EVA), would be appointed or elected. The demonstration area would contain from 5,000 to 12,000 children in Kindergarten through the fourth or fifth grades. Prior to this decision it is necessary for parents and other citizens to become informed about voucher education and its implications, because they are the ones from whom the School Board expects an expression of approval or disapproval.

POSSIBLE OUTCOMES OF A VOUCHER DEMONSTRATION TO BE CONSIDERED

- All parents, regardless of financial ability, would have a choice of their children's schools.
- Schools would have more freedom and autonomy to devise new curriculum and instruction programs to suit the needs of their students.
- Programs which are unworkable, unresponsive, and ineffective would be dropped quickly in response to demands of parents, students, and school staffs.
- Parents would become better informed about school programs because they would have to make decisions about their children's education.
- Diversity of school programs, school staffs, alternative approaches to education and by all means diversity of learning opportunities for the students would be possible.
- Public schools might lose some of their students to private schools.
- The EVA will compel participating private and parochial schools to conform to voucher regulations.
- Without proper restrictions placed upon it, the EVA might simply become another large centralized bureau with some of the disadvantages associated with centralized authority.
- Special interest groups might predominate in setting up school alternatives and thus promote more divisiveness in the community. Diversity is the goal, but divisiveness may result.
- Competition for space in voucher schools might produce conflict among some students and their parents. Parents who want a school nearby would not have their needs met if their children did not get into that school.
- Real alternatives might not develop and the study would be a waste of time, effort, and money.

It is obvious that a voucher demonstration could have both negative and positive outcomes. Thus an important question is whether a voucher system can be developed which would maximize advantages and minimize disadvantages. There are two other questions which will influence the final decision. Is it constitutional for parochial schools to participate in such a demonstration? And, perhaps most important, are parents sufficiently interested in their children's education to make the sound choices which are necessary in a voucher system?

YOU CAN GET MORE INFORMATION

The voucher feasibility study has produced much information which is available to interested citizens. Those who wish to learn more, have specific questions about the feasibility study, or wish to communicate concerns and opinions regarding vouchers should call the Bureau of School Service and Research at 543-4940, or they may write to the Bureau of School Service and Research, 126 Lewis Annex, University of Washington, Seattle, Washington 98105.

¿SE HAN INFORMADO ACERCA DE UN NUEVO SISTEMA ESCOLAR?

¿De qué se trata? Es llamado el sistema de documento justificativo. (The Voucher System).

¿En qué se diferencia con el sistema que tenemos ahora?

Con un documento justificativo los padres da familia pueden escojer la escuela elemental a la cual desean que sus niños atiendan cualquiera que aplica a una escuela podría ser admitido, a no ser que la escuela no disponga de suficiente espacio. En este caso un sistema de loteria se utilizaría a fin de darles a todos los aplicantes la misma oportunidad de ser admitidos.

¿Ud. quiere decir que ellos no tienen que ir a la escuela en nuestro barrio?

Correcto, si Ud. piensa que alguna otra de las escuelas es mejor, sus niños pueden aplicar a esa escuela, pero si sus niños quieren permanecer en la misma escuela, ellos podrían permanecer.

¿Porqué se lo llama a este sistema un documento justificativo?

Porque los padres de familia recibirían un certificado, llamado un documento justificativo (voucher) para cada niño de escuela elemental. Estos documentos justificativos podrían representar dinero para las escuelas, asi Ud. podría utilizar su documento justificativo para pagar por la educación de sus niños en la escuela que Uds. quieren.

¿Porqué hacerlo?

Algunos programas escolares no satifacen las necesidades educacionales de todos los niños, y muchos padres de familia no pueden hacer nada al respecto.

¿Qué podemos hacer si tenemos este documento justificativo?

Le pueden hacer saber al director y a los professores, si les gusta o no, lo que está pasando en la escuela. Los que están disatisfechos pueden aplicar a otra escuela que ofresca servicios más adecuados de acuerdo a sus necesidades.

¿Qué pasa con las escuelas insatisfactorias?

Estas escuelas que no pueden atraer estudiantes tendrían que cambiar sus programas o cerrarse.

¿Tendremos este sistema de documento justificativo?

No estamos seguros. El Directorio de Escuelas decidirá en Marzo si van a tratar, o no, una demostración de este documento justificativo por un periodo de 5 a 8 años en Seattle. The Bureau of School Service and Research, el departamento de servicios escolares y investigación cientifica, de la Universidad de Washington está estudiando el plan del documento justificativo para el distrito escolar. En caso de utilizar este sistema aquí, esto sería solamente una demostración, en una area de la ciudad.

¿Quién pagaría por la demostración del documento justificativo?

Las escuelas publicas de Seattle pagarían tal como están pagando ahora por educación. La Oficina de Oportunidad Economica (OEO) de los Estados Unidos pagaría más dinero a las escuelas para la educación de niños en niveles pobres y pagaría por transportación y admisistración de la demostración.

¿Qué le parece? Quieren saber más?

Nosotros queremos saber que piensan acerca de esto. Llama a la oficina de información al telefono PA3-3515, con sus preguntas y comentarios. El departamento escolar tendrá audiencias durante Febrero en Marzo para saber sus sentimientos acerca del documento justificativo. Si pueden reunír amigos para una sección nosotros enviarémos a alguien para que les informe más acerca del plan.

Traduciro por Active Mexicanos for Economic Development, Inc.

"支票"系統 Voucher System	現在的系統
①學生上家長選擇之學校	①學生上規定之學校
②政府付學生家長七百壹十塊元"支票"為學費. 然後家長付此支票於選擇之公立或私立學校	②政府付學校每學生一年七百壹十塊元.(包括老師薪餉.書類等.)
③學生家長有三個學校自願.任何公立或私立學校.如願留在原校則可.	③沒權選擇公立學校.
④學校不能收家長多於"支票"之數字.	④政府付公立學校學費,而公立學校不收家長學費.
⑤美國政府(Office of Economic Opportunity = OEO)付學生之交通工具.	⑤家長付交通工具之費用.
⑥美國政府(OEO)為每個收入底家庭之學生多加費用於學校.	⑥政府付一些學校為每個收入底家庭之學生.
⑦將設資料中心以便家長與學生得知學校的分別.	⑦無資料中心.
⑧家長可組織利用"支票"自己聘請老師和設立學校.政府可補助每個收入底家庭之學生	⑧現在的系統只有富家家長自己聘請與設立學校.無政府金貼.

西雅圖教育部將於三月決定是否實行"支票"系統.如實行:

a. 將為五至八年試驗性質.

b. 將只於小學實行.

c. 將於西雅圖之一部份實行:也許南部.

教育部將於二至三月間討論會.聽、聞各人的見解.

請寫信告知教育部您對"支票"系統的感觀.地址:

Seattle School Board
Voucher Plan
815- 4th North
Seattle, Wash.

請查知討論會之時間.如您想自己組織會議,可利用 Voucher Information Office 或請此辦功室派人告訴您更多關於"支票"系統. PA3-3515